

THE FUNCTIONING OF LOCAL
JUNIOR COLLEGE ADVISORY COMMITTEES
IN FLORIDA'S PUBLIC COMMUNITY
COLLEGES

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CHAPTER I

FORMULATION AND DEFINITION OF THE PROBLEM

Introduction

The pattern of local control in Florida's public elementary and junior colleges is unique. It is the result of forces operating over the past twenty years to shape Florida's public educational development. These forces include Florida's rapid population growth, significant shifts in the state's economic and political structure, and the impact of new ideas and opinions regarding the values and organization of public and higher education in an increasingly sophisticated technological society.

Equally important influences shaping this development are contributions by the political and educational leaders of the state to a number of educational administrative concepts. One such concept is the belief that the best method of control of public education is the local level. In through unified county school districts. Another widely accepted concept is that it is necessary to provide lay advisory committees composed of lay citizens to oversee and make recommendations concerning capital improvements to public education from kindergarten through the university. Both these ideas have been organizational hallmarks of Florida's educational development for many years, significantly

1980-1981, 1981-1982, and 1982-1983, the number of students enrolled in the University of Florida increased from 18,000 to 22,000 by the 1980-1981 school year (University of Florida, 1981).

University of Florida's higher education program, which encompasses a wide range of higher learning institutions, has been a significant factor in the state's economic growth (U.S. Department of Education, 1980). The University of Florida's higher education program, which includes the University of Florida's College of Arts and Sciences, the University of Florida's College of Business Administration, the University of Florida's College of Education, and the University of Florida's College of Medicine, is one of the most comprehensive higher education programs in the United States. The University of Florida's higher education program is one of the most comprehensive higher education programs in the United States. The University of Florida's higher education program is one of the most comprehensive higher education programs in the United States. The University of Florida's higher education program is one of the most comprehensive higher education programs in the United States.

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on the local level. Thus, each public community junior college in Florida is locally administered through a county board of public instruction or a unified county school district. In large-population counties the community college may be a multi-campus one with a president responsible for the entire junior college and administrative deans in charge at each campus. In other counties the junior college may be at one centrally located site. In the low-population areas of Florida, the junior college typically functions from one campus but draws students from the county in which it is located and from adjacent counties.

Local Control in Florida's Public Community Colleges

The Florida pattern of local control for community junior colleges is the involvement of county boards of public instruction with the legal responsibility for junior colleges established in each county and operated as parts of the county school systems, under specific statutory authority and State Board of Education regulations (FS, ch. 100.0105). These junior colleges, subject to approval of the State Board of Education, may serve the county in which they are located (FS, ch. 100.0105), or they may serve a number of counties mutually agreeing to support the college (FS, ch. 100.0105). The college president is responsible to the county board of public instruction of the county of location through the county superintendent of public instruction (FS, ch. 100.0105).

In addition to the controlling county school board, there also exists the second agency of local junior college coordination, the

junior college advisory committee CIB, Ch. 100.0000), which is responsible for advising the junior college president and the county board of public instruction about a broad spectrum of junior college activities.

The size and method of appointment of junior college advisory committees is prescribed by law (IS, Ch. 100.0000) and State Board of Education regulations CIB, Ch. 100-0.040. Junior colleges financially supported by, and serving, one county (hereafter called single county colleges) have five-member committees. Junior colleges financially supported by, and serving, two or more counties (hereafter called multiple county colleges) have nine-member advisory committees. Members in all cases are appointed by the State Board of Education for three-year overlapping terms, but nominations for appointment are made by county boards devoted to the support of the colleges, and according to a plan prescribed by the State Board of Education to insure balanced representation of all counties participating in the support of a junior college. Where two counties support the junior college, four members are appointed by the county of location and four by the other. Where three counties support the junior college, three members are from each county. Where four counties support the junior college, three members are from the county of location and two are from each of the other counties. Where five counties support the junior college, three members are from the county of location, two are from the two most populous counties, and one is from each of the two less populous counties. Advisory committee members are eligible for consecutive reappointment.

Certain specific responsibilities of the college advisory committees are enumerated in statutory provisions and applicable regulations

of the State Board of Education (LS, Ch. 100.040, SS, Ch. 100-0.041). The county board of public instruction legally controlling a junior college is required by State Board of Education regulations to seek the advice of the advisory committee about the operation of the junior college as an institution of higher learning (LS, Ch. 100-0.041).

Specifically, the junior college advisory committee is to perform the following duties:

1. With concurrence of the county superintendent of instruction, it should seek out and recommend to the county board of public instruction a qualified individual for the junior college presidency (LS, Ch. 100.040, SS, Ch. 100-0.040).
2. It should approve and certify an official and correct the junior college budget which should carry the signature of the chairman of the advisory committee (LS, Ch. 100.040, SS, Ch. 100-0.040).
3. It should meet at least once each quarter and submit to the county board, after consultation with the president of the junior college, whatever recommendations relating to personnel, curricula, finances, and policies in general that it deems to be for the best interest of the college (LS, Ch. 100.040).

In addition, the advisory committee may also meet with the county board of public instruction whenever college matters are being acted upon and may advise the county board about junior college decisions, but the advisory committee does not have the power to vote (LS, Ch. 100.040).

Florida law provides that the president of the junior college be an official secretary of the advisory committee and shall keep minutes of the meetings and must file copies with the county superintendent where they will be available to the county board of public instruction (LS, Ch. 100.040).

Findings For This Study

Preliminary analysis revealed little information available about the functioning of local junior college advisory committees. Nevertheless, the functioning of the advisory committees is quite important. First, advisory committees of all within county junior colleges are the only legally constituted agencies of coordination in the local level representative of all counties contributing to the support of the junior colleges. Second, for both multiple and single county junior colleges, the local advisory committee is the only non legal structure approximating the services rendered by an institutional board of trustees having sole responsibility to, and for, an institution. A study by Smith (13, pp. 81-88) stressed the importance of effective utilization of boards of trustees. Bartorena (15, pp. 84-87) stressed the lack of research on internal organization and operational procedures of boards of trustees. T. E. McConell (16, p. 7) has written about the need to answer the questions of how such and what kind of state level planning is desirable to maintain sound overall structure while at the same time generating the right amount of institutional activity, institutions, and effectiveness.

One authority, Laurel Betts (18, p. 241), discussed the unique pattern of formally established advisory groups in Florida which assist in the determination of state and local policy for the growth and development of Florida's community junior colleges, concluding, "Because legislation is so recent, it is impossible to project the functioning of the Florida plan over many years ahead."

Several recently completed dissertations dealt with related research problems. Parvanger (4, pp. 8-11) studied procedures used in establishing community junior colleges in Florida during the 1950's, dealing especially with the functioning of state-level agencies and local of two citizens study committees which were appointed to interview local and statewide for community junior colleges in various areas of the state designated as possible locations. In those areas where junior colleges were subsequently authorized, the local step involved consultation by participating county boards of public instruction, and appointment by the State Board of Education, of members of the local junior college advisory committees under study in this present research.

In Robinson's study (11, p. 171) of perceived functions, goals, functions, and problems, relative to public junior colleges in Florida, he concluded that even misunderstanding of these areas existed among county superintendents, advisory committees and school board members, and junior college presidents. Robinson advised additional research giving special attention to consultative relationships in each junior college. Van Flanagan suggested that differences in perceptions of functions and problems were "postulated as differences in county procedures and patterns in each county" (10, pp. 183-185). Robinson also suggested that additional study of advisory committees is not unwelcome regarding its policy formation as important function, was needed (10, p. 182).

Chen (12), using a case study procedure, examined the steps taken in connection with the founding of Miami-Dade Junior College to provide for growth and effective racial integration of the institution

being established. References to the college advisory committee were frequent, but they focused on the actions of the County Superintendent and School Board to insure that individuals appointed to the advisory committee had backgrounds of integration activity and were in agreement with L.C. 7, 1959. The same procedure was utilized in the employment interviews with prospective college presidents (7, p. 129). The operations possible to county boards of public instruction to control the quality of advisory committee appointments in keeping with predetermined conceptions of junior college development were illustrated in Cohen's study.

Professors E. A. Johns and Ralph Kibbrough of the University of Florida College of Education studied informal power structure in twelve Florida counties (8). Junior colleges were located in a number of these counties and the college advisory committees in some of these colleges had a great deal of de facto power (8). The researchers found that there were proportionately more members of the power structure on college advisory committees than on county boards of public instruction (8). Where this allocation existed, county board members who opposed the junior college stated gave political consequences (8).

The present study partially justifies the need for information and evaluation of certain aspects of local junior college control in Florida. Do the various instruments of control at the state and local levels function as they are intended? Can less than optimum functioning be attributed to specific phases? What essential situations could be recommended to insure functioning smoothly consistent with democratic procedures and sound administrative processes?

Purpose of the Study

The purpose of this study is to describe and analyze the functioning of local junior college advisory committees in the public community junior colleges of Florida, with particular emphasis on activities of the committee between July 1, 1964, and June 30, 1966. Information about the following topics was sought:

1. Are the local junior college advisory committees functioning in the manner envisioned by law and State Board of Education supporting regulations?
2. How frequently do advisory committees meet? What criteria govern future ones? What are their operational procedures?
3. What significant civic and political qualifications do members of local advisory committees possess?
4. What is the involvement of advisory committee members, individually and as a group, in organizing, executing, and overseeing junior college policy and activity?
5. Do significant variations exist between the performance of advisory committees in single county and multiple county junior colleges?
6. What do advisory committee members, junior college presidents, and county superintendents see as the primary functions of local junior college advisory committees?
7. What kinds of improvements to advisory committee functioning would junior college presidents and county superintendents like to effect?
8. What is the turnover in advisory committee membership?
9. What is the turnover in advisory committee chairmanship?
10. How are the records of advisory committee actions maintained, and in what manner are decisions of the committee relayed to the controlling county board of public instruction?
11. How frequently, if at all, are joint meetings of advisory committees and controlling county boards of public instruction held?
12. What individuals have received or expressed invitations to attend advisory committee meetings?

18. On what basis do controlling county boards of public instruction refuse admission to college advisory committees for demonstration?

19. Are there any instances of rejection of advisory committee recommendations by county boards of public instruction?

20. Are there any instances of refusal to adhere to plans of the county board of public instruction by the local junior college advisory committee?

21. Does the county board of public instruction take action on separate junior college matters without consultation with the junior college advisory committee?

Procedure

The functioning of local junior college advisory committees was studied through use of the following procedure:

Form used

The presidents of all public junior colleges in Florida were sent packets containing the following: (1) a letter explaining the purpose and procedure of the study and asking participation, (2) one copy of a questionnaire to be completed by the public college president and to be returned immediately, (3) either five or nine copies of a questionnaire to be completed by members of the local junior college advisory committee in the next scheduled meeting of that group under the direction of the junior college president, and (4) ten stamped, self-addressed envelopes.

Simultaneously a letter of notification previously arranged with the Division of Secondary Public Colleges of the State Department of Education was requested from by James L. Wattenbarger, Director of the Division, was mailed to each president from Mr. Wattenbarger's office. The letter communicated an endorsement of the study and

Requested cooperation. Copies of the letters and the questionnaires are placed in Appendix A.1

The principals' questionnaire sought information regarding advisory committee functioning during the tenure of each president. Additionally, the questionnaire sought judgments by the president of the least degree of involvement, and of the greatest degree of involvement, of the local junior college advisory committee in college policy development. Involvement and least involvement questions on the principals' questionnaire were similar to a least involvement question which was a part of the advisory committee member questionnaire, described earlier. One purpose of these questions was to provide some indication of the differences in function of the local advisory committees as perceived by the college president and by the advisory committee membership. Finally, the president was asked to state in any additional information which he felt important to the area under consideration.

The advisory committee member questionnaire, in addition to the least involvement question mentioned above, contained a series of personal data questions relevant to study and political activity of the members. The questionnaire sought information about years of service and special advisory committee affairs held by committee members. Each committee member was asked to state the number of years of residence in the area supporting the junior college, business interests, and elective and appointive offices held during the past ten years. Respondents were asked to answer about any additional actions of significance to the study which the questionnaire did not seem to cover. The questionnaires were completed under supervision of the junior college president.

Data Set

Open responses of all presidential questionnaires, an analysis and summary of these findings were undertaken. The researcher utilized them as one basis of selecting site advisory committees and their associated institutions for more intensive study through visitations and interviews. Final selection of the "depth study" institutions was made in keeping with the following criteria:

1. The institutions selected were those multiple and single county junior colleges characterized by high, average, and low advisory committee involvement as indicated by answers derived from questionnaires.

2. The institutions selected were under the direction of college presidents with at least three years of tenure, and were located in counties where county superintendents had at least three years of tenure in that office.

3. Institutions selected distributed across the age range of Florida's community junior colleges to the extent possible.

4. Institutions were approved for the study by the Director of the Division of Community Junior Colleges of the State Department of Education and by the co-chairmen of the researcher's advisory committee.

5. Institutions selected were from the group of eighteen of the twenty junior colleges studied whose presidents agreed to participate in that phase of the study.

When the six depth study advisory committees had been selected, Professor A. L. Johns, one of the researcher's advisory committee co-chairmen, wrote a letter asking the college presidents and county superintendents of the counties of junior college location to cooperate with the interview phase of the study. In copy of Professor Johns' letter and of the interview guide utilized in this phase of the study are included in appendix B.2. Shortly thereafter interviews were arranged with all presidents and county superintendents. During the interview

visitation, published statements of operational procedures of college advisory committees and location boards of public institutions also acting as junior college centers were studied.

From there

A final analysis and follow-up of all data were completed. This included collating information from the questionnaires, interviews, and visitations. A composite picture of advisory committee functioning in Florida's public community junior colleges was drawn. Some strengths and weaknesses in local advisory committee functioning were presented. Suggestions for possible additional research, and recommendations for possible improvement of Florida junior college local control, were presented.

CHAPTER 11

THE ORIGIN AND EVOLUTION OF THE FLORIDA PATTERN OF COMMUNITY JUNIOR COLLEGE LOCAL CONTROL

Introduction

The emergence of Florida's system of public junior college local control is closely related to findings and recommendations of groups of lay citizens and professional educators organized by state political, educational leaders to assist in charting a course for Florida's public and higher educational expansion during the late 1940's and 1950's. The evidence presented in this chapter suggests that the state leadership in education and politics fashioned a system that proved effective in most groups studying it, but which was highly effective in promoting the growth of junior college education in Florida.

The origin of the Florida public junior college local control pattern has been traced to 1953 and the early history of the oldest public junior college in Florida, Palm Beach Junior College. Anne L. Kattisberger reports formation of the junior college when a group of persons from various Palm Beach civic clubs formed an advisory committee and worked with the Palm Beach County Board of Public Instruction to set up college-level educational offerings (11, p. 84). By establishing a junior college at the area, these leaders hoped to afford the cost of higher education to depressed-income citizens unable to bear the cost

of four years of study in colleges and universities for men (14, p. 33). The colleges were established in 1904.

When junior college legislation was passed in the 1907 session of the Florida legislature, according to Volpertberger, the precedent for the pattern of control recommended was that of Palm Beach Junior College (14, p. 180). The description above may accurately represent what happened in Palm Beach in 1908, but as late as 1968 there was no evidence of provision for junior college advisory committees in Florida junior college legislation (18, p. 261). It seems more likely that the origin of the college advisory committee was an outgrowth of state-wide concern for extending public education through grades thirteen and fourteen, a need first emphasized in the comprehensive study of education undertaken in 1946 by the Florida Citizens Committee on Education, to be discussed next.

Recommendations of the Florida Citizens Committee
on Education Relative to Public Higher
Education in Florida, 1946

The first important recommendations influencing junior college expansion and legal control originated from findings of the Florida Citizens Committee on Education, a key study group with professional guidance, established as a result of an executive order of the Governor of Florida and Senate Concurrent Resolution, Number Three, approved by the 1946 Legislature (14, p. 143).

The series of recommendations involved the spread extension of educational opportunity through the establishment of local community junior colleges under the control of county boards of public instruction

§12, p. W, p. 195) as parts of the unified county school system recommended elsewhere in its report (§12, p. 195). To accomplish this the Citizens Committee recommended the enactment of a comprehensive junior college law, setting forth the principles for organizing, administering, and financing the two-year institutions (§12, pp. 35-40). The general pattern of Florida's junior college system is based on these suggestions, and the 1957 legislature, acting on recommendations of the Citizens Committee, made the Junior college program a voluntary part of Florida's Minimum Foundation Program, setting the procedure for state-local sharing of cost and control of necessary junior colleges (§12, pp. 32-33).

The junior college provisions of the 1957 Minimum Foundation Program legislation were written by Allan S. Granley, Sr. Petersburg attorney, and Lee E. Jones, Professor of School Administration at the University of Florida (28). In an interview Jones acknowledged his participation and discussed the thinking which led to the establishment of the local junior college advisory committee. He pointed out that in 1957, county school board members were paid a salary in most Florida counties and that lay advisors frequently did not such office as county school board members. The junior college advisory committees provided an avenue of valuable service and influence for lay citizens anxious to support the growth and development of junior colleges proposed by the Florida Citizens Committee, but not willing to become deeply involved in other phases of county public education, especially school board politics:

John explained that the college advisory committee also comprised a junior college control process within the county school system, provided its outward appearance to the legal control pattern of Florida's state administration. The county board of public instruction might be compared to the State Board of Education, and the college advisory committee, to the State Board of Control of Institutions of Higher Learning (21). It was assumed that such a pattern would be added subsequent to legislative support of the junior college proposal.

Another thought behind establishment of college advisory committees rather than separate junior college boards was the assumption that in the early stages such boards, lacking experience, might make costly mistakes. If the boards were initially established with advisory powers, little damage would be done since county boards could discover errors and correct them. It was additionally assumed that as advisory committees acquired more experience, they would gradually assume more responsibility for the control of the junior colleges (22).

Financial considerations were also limiting factors shaping John and Brainer's legislative suggestions to the various districts. By including junior colleges within county school systems under the control of county boards of public instruction, it became possible to provide adequate financial support solely by legislative action (23). The establishment of separate junior college boards with taxing authority would have required a constitutional amendment (24). Neither John nor Brainer was fully satisfied with this method of administration for junior colleges serving multiple county districts, but the initial advisory committee did give some participation to all supporting counties. In single

simply distribute the necessary conditions provided by cities from a group widely concerned with junior college education (24).

A final consideration of the members regarding the persons recommended was their desire to avoid controversy regarding the location of junior colleges. It was stated that such controversy would be detrimental to rapid junior college establishment. The decision to locate junior colleges was one assigned to the legislature, rather than leaving the location to a referendum in the proposed college district (24).

Florida Division Committee Recommendations For Expanding State-Level Educational Control

Another area of concern to the Florida Division Committee, which had a bearing on the effectiveness of their proposals for junior college control, was state-level educational organization and control. The Division Committee advised extensive overhauling of the system. Figure 1 is a diagram of the pattern the Florida Division Committee sought in order to unify and professionalize educational control in Florida. An administrative leadership of all public education in Florida was to be assigned to a Commissioner of Education responsible to a new State Board of Education replacing the existing ex officio State Board.

The new nine-member Board of Education composed of lay citizens appointed by a committee consisting of the Governor, the Secretary-of-State, the Attorney-General, the State Treasurer, the President of the Senate, the Speaker of the House, and the Chief-Justice of the Supreme Court (25, p. 214), was to provide the state with a policy board overseeing all phases of public education. Educational responsibilities

Previously distributed among a number of state boards (the State Board of Education, the State Board of Vocational Education, the State Technical Funding Board, and the State Board of Control of Institutions of Higher Learning) were to fall within the purview of the new board (42, p. 278).

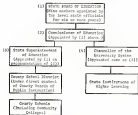


Figure 1. Proposed basic plan of the Florida Citizens Committee for the organization of public education in Florida, 1961.

The Commissioner of Education, responsible to the Board of Education, was the voice of centralizing Florida's rather polarized pattern of educational administration in a single administrative officer. Individuals filling the positions of Chancellor of the University System,

another one position, and State Superintendent of Education were appointed by the State Board of Education in recommendation of the Commissioner of Education (21, p. 111).

From the viewpoint of junior college control and coordination, the fact that these state-level reorganization recommendations failed, tended to increase the complexity and difficulty of coordinating the two phases of higher education in Florida. Junior colleges within the county unit structure were more administratively remote from the other branch of higher education, the university system, under the operating control of the Board of Control of Institutions of Higher Learning (now the Board of Regents) and the ultimate control of the State Board of Education, than they would have been under a single State Board of Education controlling all higher education without any intervening higher educational board.

Why the recommendations of the Citizens Committee relating to state-level control of education, and of higher education, failed to gain legislative support when most Citizens Committee suggestions were acted upon favorably was analyzed by Howard (7) in 1962. He concluded that Florida legislators were suspicious of these recommendations, feeling that civilians had done them up (7, p. 151). Amongst the higher education group of the Citizens Committee were William Taylor of the University of Kentucky, John Dale Howell and Ray Harris of the United States Office of Education, W. T. Ranger of the Federal College of Florida, and L. A. Rucker of Emory University (20, p. 111.) Also, both the State Board of Control and the State Board of Education were

appeared to seek drastic reorganization as was proposed (P, p. 28) Belmont also observed that Governor-elect and Legislature functioned at cross purposes denying support for the legislation, and that the state legislature was being asked to support legislation about which they had not been sufficiently informed (P, p. 28). Finally, Belmont concluded that the legislation proposed struck furthest at the business Act of 1938 since it abolished the State Board of Control founded by that legislation and many legislators saw the business Act as "their pet" (P, p. 28).

At any rate, the basic pattern of control of public and higher education remained relatively unchanged (H, p. 148) until 1963, when successful efforts were made to strengthen the State Junior College Advisory Board, and again in 1966 when the State Board of Control was replaced by the Board of Regents. The difference in authority of the new boards when compared to their predecessors was slight. In the case of the Board of Regents, strengthening was an effect of improved insulation from political interference by virtue of longer appointments and more clearly defined authority (H, p. 149). The State Junior College Advisory Board, since 1963, has been designated the State Junior College Board and empowered, subject to approval of the State Board of Education, to establish state-wide policy, recommend establishment of new institutions, review capital outlay requests, and to make studies and employ consultants (H, Ch. 216-220 [3]).

Florida's Selected State Educational Control Features

Figure 2 is a simplified representation of Florida's control pattern for public education. Also indicated are changes in some of various coordinating and controlling structures significant to junior college organization since 1961. Ultimate control of all public education resides in the hands of the six official State Board of Education, consisting of the Governor, the Secretary-of-State, the Attorney-General, the State Treasurer, and the State Superintendent of Public Instruction. The Governor is the President of the State Board and the State Superintendent is the Secretary and Executive Officer (FS, Ch. 100.011).

To the extreme left and right of Figure 2 are key advisory groups having important functions during the past eighteen years of Florida junior college growth. The State Advisory Council on Education, established by the 1961 Legislature as a result of the recommendations of the Florida Citizens Committee, was appointed by the Governor on recommendation of the State Superintendent of Education, Thomas G. Bailey (FS, p. 10). Bailey sought establishment of junior colleges as parts of county school systems. A meeting reported by Hardegree (3, p. 11) of the State Advisory Council on Education, held March 17, 1965, at which Superintendent Bailey was present, agreed to decisions that junior colleges should not be subject to control by the Board of Control of Florida Institutions of Higher Learning, or be tied in with the university system. In 1967, Superintendent Bailey, writing to the Florida Educator, (4, pp. 44-51), defended the Florida pattern of junior college control as protection against those institutions becoming help universities.

Though the name of the State Advisory Council varied at a minimal level as indicated in Figure 2, the institutional setting in the Council remained rather constant from 1947 to 1967, the formative years of junior college legislative development. Dr. James L. Bettinshager pointed out that the Community College Council, provided by legislation in 1944, was not the same as the State Advisory Council on Education, but the Community College Council consisted of all the members of the State Advisory Council on Education, plus State Superintendent Bailey, the Executive Secretary of the Board of Control, J. Howard Gillepper, and the president of Osceola Junior College, Robert S. Haggis. During the ten-year life of the Community College Council, only junior college matters came before the State Advisory Council on Education (24).

Throughout the years since 1947 the basic pattern of local control of junior colleges in Florida recommended by the Florida Citizens Committee on Education in 1943, remained relatively unchanged (25, p. 2475). As will be shown in the remainder of this chapter, all studies subsequent to that of the Florida Citizens Committee questioned the pattern of local control and most advised significant modification.

James E. Roper's Advice To Florida Junior
College Administrators, January, 1948

Dr. James E. Roper in 1947 attended a conference at junior college establishment in Florida (26). Serving in the capacity of consultant to the conference, Roper criticized certain features of the local control pattern proposed by the Florida Citizens Committee in 1943. He said, "We recommend that careful study be made regarding the provision that shows two or more counties unite in the support of a junior college,

local control be centralized in the county in which the junior college is located" CH, p. 10. Noyes recommended that a separate junior college board be constituted in each multiple county district by county board elections from their membership of members in order as the junior college board which would operate the college. Noyes felt that such an arrangement would be more equitable, secure greater support through the press, secure greater interest and public in the junior college, and be in keeping with the most democratic principle of taxation with proper representation for the authorized spending of funds CH, p. 11. He also noted that delegating counties to multiple county districts would be most more willing to participate in such an arrangement for, "the sense of really belonging with a voice that really counts in the council is in old and deep as human nature" CH, p. 11.

Report of the University of Florida Junior
College Workshop, Summer, 1965

The passage by the Florida Legislature of the Winston Foundation Program for supporting public education in Florida made junior colleges an optional part of county public school systems. CH, p. 10. Two months following passage of this legislation, in Gainesville, Florida, between June 13 and July 18, 1965, a junior college workshop was held at which many state educational leaders were present. The purpose of the workshop, under the direction of Dr. Leon Henderson, Acts Professor of Education at the University of Florida, was to look carefully at the problems of junior college education in Florida in order to insure the development of an outstanding statewide junior college program CH, p. 10.

Consultants to the workshop were L. O. Todd, a junior college president from Mississippi, and W. E. Dowdy, a junior college specialist from the United States Office of Education. The general direction of workshop thinking was toward community junior colleges as extensions of local school systems.

The influence on the workshop of higher education recommendations contained in various volumes of the report of the President's Commission on Higher Education (II, Vol. II, p. 69; Vol. III, p. 21, published in 1948, was evidently considerable. Recommendations regarding flexibility of control for public community colleges in response to varying conditions in different school systems and states (II, Vol. II, p. 21) were paralleled by suggestions in the report of the workshop that in Florida, local community colleges should be legally enabled with sufficient flexibility to allow for differing patterns of local control for different situations in the state (IV, p. 181).

In a later point in the report of the workshop appeared a discussion of advantages of having control of community colleges in largely independent of existing public educational structures, but the final conclusion was that in Florida where law, custom, and educational practices involved local control through county boards of public instruction (III, p. 129, the appointment of a junior college board composed of non-voting community leaders, including county school board members, which would then be responsible "jointly with the local school board or boards" (III, p. 115, seemed indicated. An elaboration of the responsibilities of the junior college board followed a description of its composition, and is quoted below:

The board would determine general policies for organization and operation, or recommendations of the president of the junior college, would act as a court of final appeal, would approve the budget and authorize changes to it, assume responsibility for securing funds for the proper operation of the college, employ the president of the college and delegate the powers and responsibilities. Then, staff would review on evaluation of the president, faculty superintendent and school trustees, authorize and execute contracts, authorize disbursement and provide protection for all funds given in trust to the college, authorize policies for granting degrees, or others (29, p. 40).

In effect, the report of the junior college working-out forth a central plan limiting joint institution-making and junior establishment. The junior college board suggested as an administrative as well as a policy board with power to operate the junior college, subject to approval of other local educational officials.

Report of the Junior College Staff of 1935

Also coming out of the 1935 Citizens Committee report was the "Report of the Florida Junior College Study" (30) prepared by the Junior College Steering Committee of the State Advisory Council on Education in 1935. The study was under the direction of Robert C. C. Colbert and James W. Reynolds, Professors of Education from the University of Texas (30, p. iii).

The method of control of the local level recommended for Florida junior colleges was similar to the pattern in existence in Texas. The Steering Committee recommended that legislation be passed to establish junior college districts with adequate taxing power to provide the necessary local support (30, p. 40). It also desired each county to use public junior college, such establishment dependent on a formal referendum within the proposed district, not otherwise of establishment,

and provided control through elected junior college boards possessed at the same point in relation to the junior college that the county boards of public instruction possessed in relation to the public schools (21, pp. 15-16).

In instances where the proposed junior college district was identical with the county school district, the choice of operation of the community college through the county board of public instruction or through a district, elected junior college board would have been up to the voters of the proposed district (21, p. 16). There were other recommendations in the report regarding state supervision, standards, and other aspects of a comprehensive community junior college program.

It is apparent that the views of James P. Hoge, the administrator of the Junior College Workshop of 1948, and of the Junior College Planning Committee of 1951 was toward similar patterns of local control. Indeed with either a district, elected junior college board sharing responsibility with county boards of public instruction, or a district junior college district board, completely independent of the local school boards. These recommendations were at variance with the plan of local control through county boards of public instruction recommended by the 1941 Citizens Committee. It would seem that reservations regarding control through county boards stemmed in part from the knowledge that many single counties lacked the necessary population to make a junior college feasible, which resulted in the anticipation that many junior college districts would encompass several counties, and no single county board could constitute a district-wide controlling agency.

It emerged on the Junior College Planning Committee of the Individuality, in terms of fair representation of all people in multiple county districts, of control through any one of the county boards of public instruction in existence in the district, that the Steering Committee did not recommend a referendum of choice of control through existing county boards or through new junior college boards, the choice recommended in single county districts. The Steering Committee apparently unanimously agreed that in multiple county districts the only referendum decision would involve whether or not to form the district and support the college. If the electorate voted to support the college, the Steering Committee agreed that control would be lodged in a new junior college board consisting of some "city-large-counties" and some "county-counties" members (ib., p. 101).

It would appear that a basic value difference existed between the individuals associated most directly with the junior college movement and the individuals associated most directly with Florida's system of public education through unified county school districts. The former tended to feel that for the good of the community college, local systems of control should exist on the widest possible basis of local support for the community college could exist, thereby strengthening direct communication between the citizens of the area and the administration of the college. They were willing to risk possible centralization and educational competition on the local level between the community college and the public schools. On the other hand, public school administrators seeking to maintain single, efficient, unified local public school systems under the supervision and control of local boards of public

Instruction and county superintendents were willing to risk some institutional autonomy for the community colleges in order to achieve what they considered more valuable, unified county school districts.

Impact of Hottelshager's Plan of Junior
College Organization in Florida, 1931

During the period now under discussion, roughly from 1921 to 1930, a most important contribution to the eventual pattern of junior college local control in Florida was that of Dr. James L. Hottelshager, then a graduate student at the University of Florida. In 1922 Hottelshager under the supervision of Professor of Educational Administration, Roy L. John, completed his doctoral dissertation which considered the organization and financing of a system of public junior colleges in Florida (14). There seems to have been little awareness of the significance of Hottelshager's research until 1932 when his dissertation was published by the University of Florida Press (15).

Hottelshager, a native of Tennessee, educated in the public schools of West Palm Beach, Florida, graduated from Palm Beach Junior College in 1921 (16, p. 268). In 1923 he received a bachelor's degree in education from the University of Florida, and a master's degree in the same field from the same institution in 1927 (16, p. 268). He went to spend the summer studying at the University of California at Berkeley and visiting California junior colleges (16, p. 268). That fall he returned to the University of Florida to complete his doctoral study.

After an analysis of the assumptions underlying the establishment of public junior colleges, Hottelshager summarized criteria based on

professional writings for establishment, for district organization, and for state plans of junior college education (24, pp. 11-26). He then reviewed these various sets of criteria with a single set of six criteria of establishment, including: having community college establishment as a survey by the state department of education, learning institutions in terms of service to the greatest number of students and only where adequate student population exists, providing comprehensive coverage of the entire state with junior college opportunity, the consideration of the adult education services needed in the college area, and the provision of administrative units large enough to permit efficient operation of the institutions (24, p. 100).

Wattenberger next presented the basic considerations necessary within the state of Florida before presentation of a proposed plan. These considerations were: the extent of need for junior colleges in the state, the present legal basis of junior colleges in the state, the present facilities of existing junior colleges in the state, and organizational problems relevant to junior college progress in Florida (24, p. 100).

The pattern of local control ultimately recommended by Wattenberger was identical with the pattern recommended by the Florida Citizens Committee in 1947 and in existence since to guide his study. He recommended continuance of local control of junior colleges through county boards of public instruction as parts of the county school districts existing in Florida (24, p. 119).

This control pattern involved placement of single junior colleges under the legal and administrative control of county boards of

public instruction of the counties in which the junior colleges were to be located (28, p. 117). Where a junior college was to be located in a county with insufficient population to justify establishment, Wittenberger approved the existing plan of establishment of the junior college by joint resolution of county boards of assessor counties having the necessary aggregate population (28, p. 118), but he had reservations about this plan for multiple county institutional control. The plan seemed vulnerable to disintegration as a result of the fact that counties governing the junior colleges, other than the county of location, had no legal voice in the control of the institutions except in an advisory role through membership on the local junior college advisory committee of individuals appointed by the State Board of Education from lists submitted by the supporting county boards of public instruction (28, p. 118).

In this theoretical reservation about the multiple county junior college control pattern, Wittenberger added additional reservations derived from his study of the functioning of local junior college advisory committees in the four public junior colleges then in operation in Florida: Palm Beach Junior College in Lake Worth, St. Petersburg Junior College, Pensacola Junior College, and Oklawaha Junior College in Brevard (28, pp. 118-119).

Wittenberger found considerable variation in advisory committee functioning, but the general conclusion of his study was one of ineffectivity or minor utility for local junior college advisory committees (28, p. 119). Thus Wittenberger asked advisory committee members in the four institutions to what extent they recommended general policy,

he checked three of the four institutions "not at all." He checked the fourth "all at the time." Then advisory committee members were asked to indicate involvement in eight other areas of junior college activity. In only one instance did more than one junior college advisory committee admit any involvement at all in the eight activities (18, pp. 220-222).

Wittenberger also pointed out that the Duval County junior college district, controlled by one constitutional county board of public instruction, violated the concept of no taxation without representation, where counties other than the controlling county had no legal voice in the same time they were being taxed to support the colleges (18, p. 224).

The question arises, why did Wittenberger recommend a junior college control pattern combining theoretical weaknesses from the strengths of democratic control, and also combining a structure, the junior college advisory committee, which his field research had indicated was functioning sluggishly? Probably the most important reason was his sensitivity to the educational-political structure of Florida at the time in conjunction with his desire to promote the growth of junior colleges in Florida as quickly as possible. What he recommended was a thoughtful compromise of the most effective theoretical structure of control with a structure most likely to conform to the political necessities of Florida's educational and political patterns and traditions.

Wittenberger's experience and education in Florida over a long period of years placed him in a better position to comprehend the kind of local control that would gain a solid base of political support in the state for the junior college program he proposed. His plan was

have had great appeal to the elected county superintendents of public instruction in the great majority of Florida counties, since it lodged much power for junior college control with them. Plans of local control of the 1968 junior college meeting (20) and the 1961 Junior College Financing Committee study (21) of the State Advisory Council on Education, both suggesting local control procedures that would either have avoided any control through county boards, or would have divided control between county boards and a junior college board, could not possibly have gained as much political support from county superintendents and school board members.

Katzmarger evidently considered the advantages and disadvantages to the junior colleges of unified administration through existing county boards of public instruction, against the advantages and disadvantages of independent junior college board administration, concluding in favor of the former (26, p. 211). In order to offset weaknesses his District had indicated were already present in county and school board administration, Katzmarger recommended strengthening of local advisory committees through increasing policy participation by advisory committees (26, p. 220), and by undertaking research to determine the amount of the pattern of local control in Florida junior colleges serving more than one county (26, p. 214).

There was also a financial justification for Katzmarger's thinking: Time-consuming legal action would have been necessary to find a local tax source for financing the local share of support for the junior colleges outside existing county educational structures. "Article Twelve" of the Florida Constitution sets county mills as the

amount was an even property tax allocation as a county, and only about 15% in Florida were already taxing at that rate to maintain their share of the cost of public school education through the twelfth grade (27, pp. 32-33).

Thus far, four important studies of community college development in Florida have been described. The 1961 study of the Florida Citizens Committee (13), the study of the junior college workshop (31) at the University of Florida in 1961, the study of the Junior College Steering Committee (24) of the State Advisory Council on Education in 1962, and the doctoral study (30) of James L. Hollenburger, completed in 1962 and subsequently revised prior to publication by the University of Florida Press (28) in 1964.

These studies may be classified as the work of professional educators committed to comprehensive programs of public education wherein community junior colleges were closely connected to local school systems while under the general supervision of the State Department of Education. Some of these individuals and groups supported community college control through local boards of public instruction. These included Hollenburger and the Florida Citizens Committee. Others felt divergence from the county unit pattern justified in terms of establishing strong community colleges with direct lines of communication between the controlling college board and the district of the area the college was to serve. These included James F. Rogers, the 1961 junior college workshop staff, and members of the Junior College Steering Committee. Experiences, theory, and conclusions varied among these groups and individuals, but the plans were similar in one important respect. Control of the proposed

Restrictions resulted with, or close to, total loss of public control then, but during this same period, a counter-current from the State Board of Control of Institutions of Higher Learning emerged which tended to broaden our plan of community junior colleges under local control of existing public school officials and under coordination and supervision of the State Department of Education. This threat emerged from publication in January, 1935, of the Jointed Report (13) of the Council for the Study of Higher Education:

Jointed Report of Recommendations of the Council for the
Study of Higher Education Regarding
Community Colleges, 1935

In March 19, 1935, the Board of Control for Florida Institutions of Higher Learning appointed the Council for the Study of Higher Education in Florida (12, p. 2). Appointed to the Council were five nationally recognized authorities on higher education: John Day, A. J. Bronbough, Earl J. McCreath, Elmer E. Weaver, and John Dale Russell. The Jointed Report of this council, published January 20, 1935, set the stage for a different sort of enlarged public junior college system. A plan for junior college development under a State Community College Commission was presented in time for consideration by the 1935 Session of the Florida Legislature. The plan provided for local control and state coordination with a considerable degree of autonomy from existing higher educational and public educational structures.

In a section of the Jointed Report entitled "The Government of Public Higher Education in Florida," the following recommendations were made regarding the legal organization of the proposed community colleges:

That in the event a single county elects to the operation of a community college provision be made for (a) operating the community college through regularly established administrative machinery for the county schools subject to supervision and control of the Community College Commission, or (b) establishing a community college district with boundaries identical with those of the county and selecting a community college board as the agent for operating the community college subject to the supervision and control of the Community College Commission (IT, pp. 18-19).

The section following that quoted above is a flexibly worded recommendation applying to multiple county institutions, and stating that operation might be through the administrative machinery for the schools of one county, subject to the supervision and control of the Community College Commission, or through a newly established multiple county community college district and an elected district community college board (IT, p. 19).

Once again the option of local control either through county boards of public instruction or through junior college district boards, was an important consideration, but in the Final Report was the additional provision of a new board of state coordination and control for community colleges, the Community College Commission (IT, pp. 20-21), which entailed removal of any state-level community college control through the Board of Control or through the State Department of Education. Such an arrangement must not have seemed itself to either group. Such an arrangement added a new entity to Florida educational organization, changing a dualty of county systems and a university system, to a tripartite pattern of county, junior college, and university systems.

Between publication of the Initial Report of the Council for the Study of Higher Education in 1944, and publication early in 1946 of

the final Recommendations and General Staff Report of the Council (iii), the plan for junior college development in the Initial Report had been replaced by rather general recommendations which called simply for legislative action taken in May, 1933, establishing the Community College Council and appropriating sixty thousand dollars to finance the work of the body (iv, p. ii). The Community College Council was directed to "formulate a long range plan for the establishment and coordination of community colleges" (ib., p. iii). The man recommended for the position of Director-Secretary by State Superintendent Thomas G. Bailey, and appointed by the Community College Council, was Dr. James L. Gortchakoff (v).

The evidence presented herein suggests the idea of disengagement of the Board of Control from any phase of controlling or coordinating a state system of community colleges would seem to have been the period between the release of the Initial Report in January and the establishment in May by legislation of the Community College Council. Some of the steps culminating in appointment of the Community College Council are reported below:

As mentioned earlier, the Initial Report was not well received by the Board of Control sponsoring the Council for the Study of Higher Education. A signed news article in the Tampa Morning Tribune on January 11, 1933, mentioned acceptance by the Board of Control of a report submitted by the Council for the Study of Higher Education which advised immediate establishment of a system of community colleges in Florida under a new Community College Commission. The article further noted that Board of Control members Joseph Ball Bailey and Fred East

From Jacksonville noted that vocational emphasis be stressed in the proposed colleges (Id. p. 1, p. 10). This was possibly motivated by their fears of a public college in competition with a private institution existing in Jacksonville, now Jacksonville University.

A few days later an editorial in the Tampa Morning Tribune repeated the community college proposed in the Initial Report (Id. p. 1). The Tampa area was hoping to obtain a four-year public college and the plan of the Initial Report emphasized early establishment of community colleges rather than four-year schools (Id. p. 1).

A few weeks later the Tallahassee Semipalm published a summary of Governor Wiley Talbot's message to the 1958 Legislature which contained a recommendation to develop an expanded system of community or junior colleges (Id. p. 1), indicating an optimal ideology for a particular pattern of junior college control.

The best account of the relationship between the Board of Control and the Community College Council legislation was in a newspaper article (Id. p. 1) dated April 10, 1958, based on information from Thomas H. Bailey's office about the Community College Council legislation introduced in the Legislature on April 5, 1958 (Id. p. 1). Representative Bailey was quoted as saying the bill which authorized the already existing advisory Council on Education, plus Mr. Bailey, plus A. Frank Calverley, Board of Control Executive Secretary, to function as the Community College Council, was drafted after conferences with Board of Control representatives who, in the Initial Report had advised the establishment of a Community College Commission which was, the same reporter declared, "a sort of little watchdog board to supervise and make

regulations for operation of community colleges" (8, p. 41). The article continued, stating that the use of the Advisory Council was Bailey's suggestion since by law it already had the authority to make studies and recommendations in all fields of education. Bailey was further quoted as saying the legislation would require the State Superintendent to appoint a director for the study and provide a sixty thousand dollar budget for the 1968-69 biennium. The article concluded, "Bailey said that present thinking is that community colleges should be established in various cities of the state as subdivisions of the public school system" (8, p. 12).

The general relationship existing between the Initial Report and the establishment of the Community College Council was further studied through correspondence with J. Howard Calgepp, Executive Secretary of the Board of Control in 1968, and appointed to the Community College Council during that year. In a letter of response Calgepp acknowledged a basic difference between the Initial Report community college proposal and the Community College Council proposal, stating that the difference was the result of varying purposes as well as of varying backgrounds of professional people involved (11). The Council for the Study of Higher Education was most concerned about the best system of higher educational coordination in the state, while the Community College Council was more concerned "about since then and relationships back to the community where the college was to be established" (11). Mr. Calgepp also confirmed that on recommendation of the Council for the Study of Higher Education, "The Board of Control did sponsor the establishment of a Community College Council for the purpose

of developing plans for recommendations to the JEFF Section of the Legislature" (11). Though the ultimate plan of The Community College Council was "in variance with the general view of the Council for the Study of Higher Education" (12).

Mr. James L. Weinberger, Director and Secretary of the Community College Council further corroborated the response presented above. He told the writer that the Initial Report was unpopular with some members of the Board of Control and with State Department of Education people, saying that the Director of the study, A. J. Swadlow, was dissatisfied with the reception of the Initial Report in the state (13). He further explained that the pressure of political action resulted in exaggerating somewhat the difference between the Initial Report policies and the Community College Council policies. The facts of local control under the Community College Commission proposal were obscured and the establishment of The Community College Commission as a little board of control was emphasized (14). In the work of the Community College Council presented during 1966-68, local control through county educational structure was stressed as the only method of local control meeting all the criteria desired in the Florida educational education (15). Gelpner's letter also mentioned an answer to a question regarding alternate proposals for junior college organization by the Community College Council. He stated that recommendations and guidelines emerged from the staff of the Community College Council and the committees of the Council who were employed to assist them, and that alternative proposals were not suggested, to the best of his recollection (16).

The Plan of Local Control of the Community
College Council, 1947

Dr. Wellenburger was appointed to the position of Secretary-Secretary of the Community College Council in September, 1946, by the Community College Council which also approved a budget of \$50,000 for the first year of the study (1). During the next two years the Council and Dr. Wellenburger, with the assistance of many professional consultants including Dr. S. P. Hartman, Dr. Leonard F. Roth, Dr. E. L. Johns, Dr. C. C. Colquett, and Dr. L. Grant Harrison (2), p. viii) developed and executed a series of studies designed to give substantial evidence for junior college establishment procedures recommended by the Council, while at the same time involving professional educators and laymen all over Florida in a process whereby they came to know and care about the basic concepts of public community college education and the progress of the Community College Council which followed these concepts to the Florida situation.

The report of the Community College Council to the State Board of Education became the definitive statement of the program for community college development in Florida. The date of the letter of transmittal from Allen C. Chandler, Chairman of the Community College Council, printed on the introduction to the Council's report, "The Community Junior College in Florida's Future" (3), is May 11, 1947. It is interesting to note that Allen C. Chandler and Dr. E. L. Johns, at the request of the Florida Citizens Committee on Education, drafted the part of the 1947 Minimum Foundation Law relating to community junior colleges (4). The study covered the better part of two years and surveys of college in Florida are extensive and continuing.

The local control pattern recommended for community junior colleges set forth by the Council was the pattern then in existence and still existing in Florida. This was the same pattern approved by the Florida Citizens Committee ten years earlier (18, p. 81), and by Williamson in his dissertation (19, p. XII) and in his book (20, p. 81). The Community College Council defended this local control pattern as best meeting relevant criteria for sound community junior college programs in Florida and in other states. The first criterion stated that, "local control is an essential part of good community junior college operation" (19, p. XII), and the second, that, "the community junior college can be expected to develop most effectively if it fits into the established pattern of school administration of the state" (19, p. XII).

There were other justifications presented by the Council for retaining existing patterns of local control. There were taxation advantages in such a procedure (19, p. XII), presented earlier in this study. The utilization of the existing administrative structure of the county school district would reduce costs and increase efficiency (19, p. XII). Also there would be retained cooperation for various educational programs compatible to both junior college and high school programs (19, p. XII).

The Council report stressed the importance of the local junior college advisory committee. The Council stated that the advisory committee must be working with Florida associations of advisory committees groups to assist in planning educational programs (19, p. 81). The Council also pointed out that the advisory committees had definite

legal responsibilities residing residing with the localities directly board of public instruction whereas junior college matters were under discussion (28, p. 47). The Council particularly stressed the importance of the local advisory committee in multiple county institutions where it was the only formal means of inter-county cooperation (28, pp. 48-49). Dr. Bottenberger's earlier findings about the weakness of functioning of local advisory committees, note which he studied that in connection with his dissertation (28, p. 112, p. 121), is not appear in the report of the Council.

Bottenberger, in an interview, mentioned two other defenses of the pattern of local control recommended by the Council, especially the part played by the local advisory committee. Through placement of moving control authority for the junior colleges on the basis of local boards of public instruction and their county superintendents, the recommendations of the Community College Council gained strong political support from existing county educational leaders. By relieving local junior college advisory committees and stressing their importance, positions were made available for community leaders not professionally involved in education, thereby gaining additional political influence for the community college program (28).

The capacity with which public junior colleges spread across Florida, now 66 per cent of all college-age students within commuting distance of an institution is less than ten years (29), is evidence of the effectiveness of the Community College Council's approach to establishment.

legislation concerning the recommendations of The Community College Council for expanding junior college education in Florida passed in 1957 (18, p. xiii). The problem of local control recommended was that which had existed in Florida since 1891. Between 1957 and 1962 institutions serving thirteen new junior college areas were established in Florida under the provisions recommended by The Community College Council in 1957 (18, p. xiii).

The next study involving the Florida pattern of local control for junior colleges was under the sponsorship of the State Junior College Advisory Board in 1967 (20, p. ii). This study, under the direction of the Executive Secretary of the Advisory Board, Dr. James L. Brittenberg, considered local control as one part of its evaluation of the legal structure of the junior colleges of Florida (20, p. xiii).

Local Control Findings of the Legal Structure Task
Force of the Junior College Advisory Board
Five-Year Progress Report, 1966, 1967

The most recent comprehensive study of junior college development and operation in Florida was conducted under the sponsorship of the State Junior College Advisory Board, which since 1962 has been called the State Junior College Board. This board, created by the 1961 Legislature, is keeping with its responsibility "to make recommendations to the State Board of Education in matters relating to the junior colleges in Florida" (20, p. ii). Investigated studies of various phases of Florida's junior college program to evaluate aspects important to junior college development during the five-year period from 1962 to 1966.

The organization of the study, hereafter designated the Task Force Study, was as follows. All studies were under the supervision of the Executive Secretary of the Junior College Advisory Board, Dr. James L. Wittenberger, Director of the Division of Community Junior Colleges of the State Department of Education (24, p. 21). Five study groups called Task Forces were established on recommendation of Dr. Wittenberger and approved by the Chairman of the Junior College Advisory Board, Fred B. Holt of Jacksonville (24, p. 22). Study topics assigned to the various Task Forces were Area and Program, Students, Faculty, Two-Semester Operation, and Legal Structure (24, p. 13). Findings of the study groups were submitted to a Coordinating Committee of the educational Division. This committee, appointed by Dr. Wittenberger and approved by the Chairman of the Junior College Advisory Board, Dr. Holt, consisted of one board of control representative, one county superintendent, two junior college presidents, two junior college staff members, one high school principal, one state representative, one state senator, and one advisory committee member (24, p. 21). Findings were also reviewed by The Florida Junior College Presidents' Council (24, p. viii).

Recommendations and reports developed through this process were presented to the Florida Junior College Advisory Board which then "carefully reviewed the various reports and formulated its own recommendations which were then submitted to the State Board of Education" (24, p. 21).

On January 26, 1962, at the first meeting of the Legal Structure Task Force, the Executive Secretary of the Task Force Study charged the

group to examine Florida's junior college legal structure "with an eye toward eliminating any existing problems" (26, p. 120). A subsequent decision resulted in formation of a four-member subcommittee on organizational structure consisting of Mr. Ray T. Sargeant, Jr., Mr. Bruce Wilson, Mrs. Grace Powell, and Mr. Paul Butler. Mr. Wilson and Mr. Butler were not in attendance at the meeting (26, p. 121).

In March, 1942, all county superintendents of education and all junior college presidents were sent letters signed by Marshall Hamilton and Ray T. Sargeant, Jr., asking them to look at four plans of legal organization for Florida's junior colleges outlined with the letters (26, pp. 122-123). These plans ranged from the present plan of junior college control, to a pattern of complete state level control with neither advisory nor controlling authority resting in a locally constituted board. The presidents and superintendents were asked to judge the advantages and disadvantages of each plan and to mail their responses no later than April 3, 1942, for compilation and return to the presidents and superintendents for further study (26, p. 121). The number of returns received was not reported.

The next meeting of the Legal Structure Task Force, May 7, 1942, established eight criteria "adopted to guide the task force in its deliberations" (26, p. 123). The first stated the importance and necessity of local control, the second, that "Clear lines and patterns of responsibility and authority are essential" (26, p. 123), the third, that control boards should have stable membership, that to consider junior college matters, and consider issues in relationship to the purposes of the college, fourth, that adequate, stable financial support

and sixth, fifth, efficient administrative structure must emerge; sixth, that diversity of post high school opportunity must be provided; seventh, that articulation above and below the junior college must be encouraged; and eighth, that provision for statewide coordination must be a part of the plan (HS, pp. 124-125).

These criteria were widely circulated to county superintendents and junior college presidents as part of a preliminary report of the Legal Structure Task Force (HS, p. 126), and resulted in the decision by the Task Force to seek to maintain junior colleges as parts of the public school system while at the same time increasing necessary oversight of junior college operation, as well as to promote junior college development, and to clarify responsibilities of the local junior college advisory committee and the State Junior College Advisory Board (HS, p. 126).

In connection with clarifying the responsibilities of local junior college advisory committees, three specific recommendations were made (HS, p. 127). The name of the advisory committee was to be changed to Junior College Board. Specific management responsibilities were to be assigned to these boards, and the junior college presidents were to become the executive secretaries of these boards (HS, p. 127).

All presidents and superintendents in all participating counties were asked to react to these more specific provisions for legal adjustment (HS, pp. 127-128). There is no summary of their reactions to suggestions for strengthening the junior college advisory committee, but the Final Report of the Legal Task Force (HS, p. 128-129) does not contain specific suggestions for increasing the power of the junior

colleges advisory committee. Only one of the nine recommendations of the Legal Task Force to the Coordinating Committee dealt at all with the pattern of local control (CI, pp. 148-149). Its recommended retention of junior colleges under county boards of public instruction and further clarification of the responsibilities of all boards involved in junior college control and operation (CI, p. 149).

The recommendations of the Junior College Advisory Board which were based on the recommendations of the Coordinating Committee were four broad policy statements. Recommendations seven and eight recommended continuing Florida's community colleges as "locally controlled institutions" (CI, p. 161), and further delineation of junior college missions, policies, and administrative procedures "to enable the community colleges to fulfill efficiently their assigned responsibilities" (CI, p. 161).

In conclusion it can be stated that the Legal Structure Task Force made recommendations for strengthening the pattern of local control in Florida's public junior colleges within present legal structure. Specific suggestions for strengthening the legal structure did emerge from the deliberations of the study group, but they never were approved by the Coordinating Committee, or if they were approved by the Coordinating Committee, they never were approved by the State Junior College Advisory Board. Once again the governor's role was upheld by a study under the supervision of state junior college officials. One recalls the observation of Ignaz A. Smey, "Studies should be made by those qualified, but not concerned with entering business" (CI, p. 158).

SUMMARY

The local advisory committee in Florida junior college administrative organization is one part of a pattern of local control which has been reshaped despite the dramatic growth of junior college education in Florida. Most studies of local control in the state have recommended stronger advisory committees, but significant strengthening of the legal power of the advisory committee has not been provided by the Legislature. The extent of authority of the local junior college advisory committee appears to be closely tied to the authority of governing county boards of public instruction. These local boards and their executive officers, the county superintendents, are important political forces in education in Florida. Their support of junior college legislation was vital to the speedy progress of junior college education in Florida.

CHAPTER III

ADVISORY COMMITTEE FUNCTIONING AS INDICATOR OF RESPONSE TO THE JUNIOR COLLEGE PRESIDENTS' QUESTIONNAIRE

Origin of the Presidential Questionnaire

As explained in the section on procedure in Chapter I, the purpose of the presidential questionnaire was twofold. First, it constituted the primary method of collecting general information about operations and functioning of junior college advisory committees in public community colleges operating in Florida during the 1964-1965 school year.¹ Second, through analysis of presidential responses to certain questions of the questionnaire having to do with dimensions of advisory committee involvement in selected junior college activities, the presidential questionnaire was the means of identifying for more intensive study subsequently, the advisory committees representing wide ranges in depth and scope of advisory committee functioning. Of one of the presidential questionnaire appears in Appendix A-1. This "more intensive study," employing interviews, observation, and analysis of administrative policy statements in six junior colleges, is reported in Chapter V.

General Characteristics of Advisory Committee Function

Table I summarizes junior college age, presidential tenure, and frequency of advisory committee sessions and studies. The twenty junior

Table 1

College Age, Presidential Terms, and Advisory Committee Turnover
During Incumbent Presidential Terms in Twenty Florida
Community Junior Colleges, October, 1965

College Code Number	Age of College	Presi- dential Terms	No. of Members on Advisory Committee	Appointments		
				(1) No. of Chairmen	(2) No. of New Members	(3) New Mem. Per Cn. of Pres. Terms
09	20+	18a	5	1	1	.2
04	20+	8	5	1	0	.0
21	8	8	5	1	0	.0
14	8	8	5	1	1	.2
1	8	4	5	1	0	.0
2	8	4	5	2	0	0-2
6	8	8	5	1	0	.0
4	8	8	5	2	0	0-2
7	8	8	5	1	1	.2
8	8	8	5	1	0	0
8	15a	8	5	2	0	0-2
9	8	8	5	1	0	0-2
16	8	4	5	1	0	0-2
12	8	4	5	1	0	0
15	2	2	5	1	1	0
17	20+	2	5	0	1	.2
06	2	2	5	0	1	.2
5	4	1	5	0	1	0-2
13	8	1	5	1	0	0-2
18	8	1	5	1	1	0-2
Totals	7-2	1-8	T. 5	1-8	1-2	

colleges, assigned with members (Column 1), were secured in terms of the years of tenure of the junior college presidents (Column 2). Institutional tenure, though not directly related to advisory committee turnover, was a basic limitation in this phase of the study, since presidents were not asked to search records of advisory committee membership prior to their presidencies. The oldest junior college presidential tenure in the twenty junior colleges in this study was five and one-half years (Column 2). The longest tenure was over fifteen years, and the shortest, less than one year.

The median number of persons serving as advisory committee chairman (Column 3) during the average presidential tenure period was one. In two junior colleges of the study in which the tenure of the president was six or more years, one man had served as chairman of the advisory committee in six of the institutions. In one of these colleges, the president had been in office over fifteen years. It will be observed that Institutions Fifteen and Eighteen, at maximum three years and ten years respectively (Column 2), both reported different advisory committee chairmen for each year of institutional existence (Column 3), indicative of the existence of the maximum of annually rotating chairmanships.

During the average presidential tenure period of all colleges in this study, which was 11.94 years, thirty-one persons served as chairman of the faculty advisory committee. During that same tenure period there were seventy appointments of new individuals to the full advisory committee positions in the junior colleges studied.

Table 3 is a reclassification of Age, presidential tenure, and appointment data in Table 1, in terms of single and multiple yearly

Table 7

College Age, Presidential Terms, and Advisory Committee
 Turnover in Multiple and Single County Areas
 Colleges in Florida, October, 1960

(I) Age of Junior College		(II) Years of Presidential Terms		Appointments			
				(III) Number of (Re)turns		(IV) Number of New Members	
Multiple County	Single County	Multiple County	Single County	Multiple County	Single County	Multiple County	Single County
0	10+	0	10+	1	1	1	1
0	10+	0	0	0	1	0	1
0	0	0	0	1	1	1	0
10+	0	0	0	0	0	0	1
0	0	0	0	1	0	0	1
0	0	0	0	1	0	0	0
0	0	0	0	0	1	0	0
10+	0	0	0	0	1	1	0
0	0	0	0	0	0	1	1
0	0	0	1	1	1	1	0
Unknown	0	0	0	1	1	3	3-0

junior college status. The median tenure of multiple county college presidents was four years, while that of single county college presidents was six years. The median number of advisory committee chairmen serving multiple and single county colleges was one. The median number of non advisory committee members serving multiple county junior colleges was two, while the median number of non advisory committee members in single county colleges was three and one-half. Even though the median tenure of the single county college presidents was two years longer than that of the multiple county presidents the median number of individuals serving as chairman was one in both cases.

Diversity and Types of Junior College Advisory Committee Meetings

Local junior college advisory committees are required by law to meet at least four times a year (Ga. C.A. 136-8341). The same law permits the advisory committee to meet with the controlling county board of education of the junior college whenever junior college policy is under discussion, "but the junior college advisory committee shall not have the right to vote at the meeting of the county board" (Ga. C.A. 136-8341). The purpose of a series of three questions on the presidential questionnaire was to ascertain the number and types of meetings held by junior college advisory committees.

The first question requested that the president estimate the average number of junior college advisory committee meetings per year during the tenure of the president. As indicated in Table 2, the median number from these per year in two junior colleges is two and one-half per

Table 2

Number of Advisory Committee
Meetings Per Year During
Presidential Terms

41st Calley-John System	42nd System Per Year
1	6
2	8
3	8
4	8
5	4
6	12
7	4
8	4
9	12
10	11
11	6
12	5
13	12
14	6
15	8
16	4
17	5
18	12
19	4
20	4
Mean	7

year in four states. The average number of meetings per year of all junior college conditions in Florida was seven.

The five advisory committees meeting least frequently possessed the following characteristics. Four of them were nine-member, multiple county committees. The other was a five-member, single county committee. Two of the five committees met an average of three times a year, and the other three met four times a year. Since Florida law required a minimum of four meetings a year of each junior college advisory committee, two college committees were found to be in technical violation of the law. These committees served two of the oldest junior colleges in the state. The average age of the entire group of five colleges was fifteen years, five years older than the average age of ten years for all junior colleges in the study.

In the other extreme of frequency of meetings held was a group of five advisory committees, four of which met twelve times yearly, and one of which met eleven times yearly. In this group were two multiple county committees and three single county groups. All of the junior colleges served by these committees were relatively young, the oldest college in the group being but nine years old, one year less than the average age of the junior colleges in this study. The average age of all these colleges having frequent advisory committee meetings was four years.

Advisory committee meetings during the 1969-1970 school year are summarized in Table 5. These meetings were of especial interest when violations in six case study junior colleges designated as advisory committee functioning during that year. College presidents were asked

Advisory Committee Meetings: Types and Number, 1980-2000

(I) College Data Number	(II) Meetings Jointly with Executive Committee College Aff.	(III) Meetings Jointly with Supporting College Aff.	(IV) Regular Advisory Committee Meetings	(V) Total Meetings
1	0	NA ^a	0	0
2	0	0	0	0
3	0	0	0	0
4	1	NA	1	2
5	1	0	0	1
6	1	NA	13	15
7	0	0	0	0
8	0	NA	1	1
9	0	0	10	10
10	0	0	11	11
11	0	NA	0	0
12	0	NA	0	0
13	1	NA	0	1
14	1	0	0	1
15	1	0	10	12
16	0	NA	0	0
17	0	0	0	0
18	1	NA	11	13
19	1	0	1	2
20	0	NA	0	0
21	1	0	0	1
22	1	0	1	2
23	0	NA	0	0
Group	1	0	0	1
Subgroup	1	0	0	1, 1

^a NA means not applicable, no supporting committee for these junior colleges.

to state the total number of meetings at which the junior college advisory committee was formally present (Column 14). They were also asked to classify that total figure as to types of meetings, breaking it down as: joint meetings with the location county board of public instruction (Column 15), joint meetings with supporting county boards, a category applicable only to multiple county institutions (Column 16), and all other regular advisory committee meetings during the year (Column 17).

The number of meetings during the 1955-1956 school year ranged widely from committee to committee. The president of one junior college indicated that the advisory committee in his jurisdiction met a total of twenty-two times during the year. This contrasted sharply with another committee reported by the president to have met but two times during the year (Column 15). In light of reported due to the legal requirement of at least four meetings per year, that number was the code with the president's reporting 21.

Junior college advisory committees may meet jointly with the location county boards of public instruction when junior college matters are under discussion. Eleven presidents reported one or more joint meetings per year with the location county school board and none reported no such joint meetings. Only three college presidents reported more than one joint meeting. No particular pattern of joint meetings only in multiple or single county colleges appeared. The president of Institution Services, who reported five joint meetings during 1955-1956, seemed to substantiate the meeting categories established in this study. What he designated as joint meetings appear to have been regularly scheduled advisory committee meetings to which the location county

superintendent and a representative of the localities school board had standing invitations. Excluding these five questionable joint meetings, the frequency of joint meetings was about one every two years per college.

Table 4, column 2, reports the number of joint meetings of junior college advisory committees with county school boards of supporting counties for those colleges serving multiple county areas. In the ten multiple county institutions in this study, only one president reported joint meetings with supporting county school boards. Table 4, column 4, reports all regular meetings of the junior college advisory committees other than meetings held jointly with county school boards. Advisory committees averaged one of these meetings during the year.

Subjects Discussed at Joint Meetings of Advisory
Committees and Governing Boards
School Districts

Table 5 reports information obtained about matters discussed at joint meetings of the junior college advisory committees and the localities county board of public instruction. Unlike most questions on the presidential questionnaire, those about joint meeting topics of discussion were "open-ended." Presidents were asked to list the matters most frequently discussed at joint meetings. All items listed were grouped according to their natural affinities. This list became the "Matters Discussed" category placed in Table 5, column 1.

From the totals at the base of Table 5 it becomes apparent that five junior college presidents did not name any matters discussed at such meetings. Other presidents reported discussion of as many as six

10

the (single) topological boundary in primary position

[illegible]

of the 188 matters listed, but the average number of matters discussed was about three per committee reporting joint meetings.

Several presidents commented about other forms of contact between the advisory committee membership and the widely school board. The president of Institution Seventeen, a large, well-established, multiple county institution in a metropolitan area, commented, "Representatives of school board and superintendents attend all meetings. Only in selection of president have all members of both groups been present." The president of Institution Seventeen had been in office one year.

The president of Junior College Twelve, also a large, well-established metropolitan institution, listed no joint meetings, but stated in a letter to the writer that two to four school board members usually attended all advisory committee meetings. The letter also pointed to a possible weakness of the present study procedure, which he felt might lead to inadequate coverage of an important area of advisory consultation contact with localities having county school boards. The president discussed the existence of such informal consultation with the advisory committee about administrative affairs. He mentioned telephone contacts and luncheon meetings with one or two advisory committee members assigned a certain problem. He said, in relation to the latter, "There are in no sense business meetings or formal meetings of the advisory committee, but in terms of the operation of the college I would rate them as extremely important."

In Table 3, Column 3, is displayed the total number of institutions of which matters listed in Column 1 were discussed at joint meetings. Of the fifteen institutions holding joint meetings, eight discussed

Facilities planning and building, and planning and policy development. Items discussed faculty and personnel. Five discussed budget and finance, and curriculum.

Quacks Attending January Meetings
Advisory Committee Meetings

A series of four questions answered by the presidents dealt with attendance of non-members at junior college advisory committee meetings. The president, by virtue of his position as an official secretary of the advisory committee, was always present. Presidents were asked to check names of invitees and reporting senior superintendents and school board members if they had standing invitations to attend advisory committee meetings. The presidents were also asked to note any other persons, not listed, having standing invitations. The following question instructed the presidents to draw circles around the names of those individuals actually attending one or more meetings of the advisory committees between July 1, 1966, and June 30, 1967.

A number pair of questions asked the president to check or write in the names of individuals receiving conditional invitations to attend advisory committee meetings, and to circle names of those individuals actually attending meetings between July 1, 1966, and June 30, 1967.

Table 4 is a tabulation of the responses of all January meetings presidents to the questions. An "X" indicates the existence of either a standing or an conditional invitation of those named in column 1. An "X" indicates the attendance of that individual at one or more advisory committee meetings during the 1966-1967 school year. "N.A." means "Not

Table 4

Overseas Bandstand and Arranging a Delivery Condition Meetings, 1960-1963

Institution	College Code Number																														Actuals to Date																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																								
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67	68	69	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85	86	87	88	89	90	91	92	93	94	95	96	97	98	99	100	101	102	103	104	105	106	107	108	109	110	111	112	113	114	115	116	117	118	119	120	121	122	123	124	125	126	127	128	129	130	131	132	133	134	135	136	137	138	139	140	141	142	143	144	145	146	147	148	149	150	151	152	153	154	155	156	157	158	159	160	161	162	163	164	165	166	167	168	169	170	171	172	173	174	175	176	177	178	179	180	181	182	183	184	185	186	187	188	189	190	191	192	193	194	195	196	197	198	199	200	201	202	203	204	205	206	207	208	209	210	211	212	213	214	215	216	217	218	219	220	221	222	223	224	225	226	227	228	229	230	231	232	233	234	235	236	237	238	239	240	241	242	243	244	245	246	247	248	249	250	251	252	253	254	255	256	257	258	259	260	261	262	263	264	265	266	267	268	269	270	271	272	273	274	275	276	277	278	279	280	281	282	283	284	285	286	287	288	289	290	291	292	293	294	295	296	297	298	299	300	301	302	303	304	305	306	307	308	309	310	311	312	313	314	315	316	317	318	319	320	321	322	323	324	325	326	327	328	329	330	331	332	333	334	335	336	337	338	339	340	341	342	343	344	345	346	347	348	349	350	351	352	353	354	355	356	357	358	359	360	361	362	363	364	365	366	367	368	369	370	371	372	373	374	375	376	377	378	379	380	381	382	383	384	385	386	387	388	389	390	391	392	393	394	395	396	397	398	399	400	401	402	403	404	405	406	407	408	409	410	411	412	413	414	415	416	417	418	419	420	421	422	423	424	425	426	427	428	429	430	431	432	433	434	435	436	437	438	439	440	441	442	443	444	445	446	447	448	449	450	451	452	453	454	455	456	457	458	459	460	461	462	463	464	465	466	467	468	469	470	471	472	473	474	475	476	477	478	479	480	481	482	483	484	485	486	487	488	489	490	491	492	493	494	495	496	497	498	499	500	501	502	503	504	505	506	507	508	509	510	511	512	513	514	515	516	517	518	519	520	521	522	523	524	525	526	527	528	529	530	531	532	533	534	535	536	537	538	539	540	541	542	543	544	545	546	547	548	549	550	551	552	553	554	555	556	557	558	559	560	561	562	563	564	565	566	567	568	569	570	571	572	573	574	575	576	577	578	579	580	581	582	583	584	585	586	587	588	589	590	591	592	593	594	595	596	597	598	599	600	601	602	603	604	605	606	607	608	609	610	611	612	613	614	615	616	617	618	619	620	621	622	623	624	625	626	627	628	629	630	631	632	633	634	635	636	637	638	639	640	641	642	643	644	645	646	647	648	649	650	651	652	653	654	655	656	657	658	659	660	661	662	663	664	665	666	667	668	669	670	671	672	673	674	675	676	677	678	679	680	681	682	683	684	685	686	687	688	689	690	691	692	693	694	695	696	697	698	699	700	701	702	703	704	705	706	707	708	709	710	711	712	713	714	715	716	717	718	719	720	721	722	723	724	725	726	727	728	729	730	731	732	733	734	735	736	737	738	739	740	741	742	743	744	745	746	747	748	749	750	751	752	753	754	755	756	757	758	759	760	761	762	763	764	765	766	767	768	769	770	771	772	773	774	775	776	777	778	779	780	781	782	783	784	785	786	787	788	789	790	791	792	793	794	795	796	797	798	799	800	801	802	803	804	805	806	807	808	809	810	811	812	813	814	815	816	817	818	819	820	821	822	823	824	825	826	827	828	829	830	831	832	833	834	835	836	837	838	839	840	841	842	843	844	845	846	847	848	849	850	851	852	853	854	855	856	857	858	859	860	861	862	863	864	865	866	867	868	869	870	871	872	873	874	875	876	877	878	879	880	881	882	883	884	885	886	887	888	889	890	891	892	893	894	895	896	897	898	899	900	901	902	903	904	905	906	907	908	909	910	911	912	913	914	915	916	917	918	919	920	921	922	923	924	925	926	927	928	929	930	931	932	933	934	935	936	937	938	939	940	941	942	943	944	945	946	947	948	949	950	951	952	953	954	955	956	957	958	959	960	961	962	963	964	965	966	967	968	969	970	971	972	973	974	975	976	977	978	979	980	981	982	983	984	985	986	987	988	989	990	991	992	993	994	995	996	997	998	999	1000	1001	1002	1003	1004	1005	1006	1007	1008	1009	1010	1011	1012	1013	1014	1015	1016	1017	1018	1019	1020	1021	1022	1023	1024	1025	1026	1027	1028	1029	1030	1031	1032	1033	1034	1035	1036	1037	1038	1039	1040	1041	1042	1043	1044	1045	1046	1047	1048	1049	1050	1051	1052	1053	1054	1055	1056	1057	1058	1059	1060	1061	1062	1063	1064	1065	1066	1067	1068	1069	1070	1071	1072	1073	1074	1075	1076	1077	1078	1079	1080	1081	1082	1083	1084	1085	1086	1087	1088	1089	1090	1091	1092	1093	1094	1095	1096	1097	1098	1099	1100	1101	1102	1103	1104	1105	1106	1107	1108	1109	1110	1111	1112	1113	1114	1115	1116	1117	1118	1119	1120	1121	1122	1123	1124	1125	1126	1127	1128	1129	1130	1131	1132	1133	1134	1135	1136	1137	1138	1139	1140	1141	1142	1143	1144	1145	1146	1147	1148	1149	1150	1151	1152	1153	1154	1155	1156	1157	1158	1159	1160	1161	1162	1163	1164	1165	1166	1167	1168	1169	1170	1171	1172	1173	1174	1175	1176	1177	1178	1179	1180	1181	1182	1183	1184	1185	1186	1187	1188	1189	1190	1191	1192	1193	1194	1195	1196	1197	1198	1199	1200	1201	1202	1203	1204	1205	1206	1207	1208	1209	1210	1211	1212	1213	1214	1215	1216	1217	1218	1219	1220	1221	1222	1223	1224	1225	1226	1227	1228	1229	1230	1231	1232	1233	1234	1235	1236	1237	1238	1239	1240	1241	1242	1243	1244	1245	1246	1247	1248	1249	1250	1251	1252	1253	1254	1255	1256	1257	1258	1259	1260	1261	1262	1263	1264	1265	1266	1267	1268	1269	1270	1271	1272	1273	1274	1275	1276	1277	1278	1279	1280	1281	1282	1283	1284	1285	1286	1287	1288	1289	1290	1291	1292	1293	1294	1295	1296	1297	1298	1299	1300	1301	1302	1303	1304	1305	1306	1307	1308	1309	1310	1311	1312	1313	1314	1315	1316	1317	1318	1319	1320	1321	1322	1323	1324	1325	1326	1327	1328	1329	1330	1331	1332	1333	1334	1335	1336	1337	1338	1339	1340	1341	1342	1343	1344	1345	1346	1347	1348	1349	1350	1351	1352	1353	1354	1355	1356	1357	1358	1359	1360	1361	1362	1363	1364	1365	1366	1367	1368	1369	1370	1371	1372	1373	1374	1375	1376	1377	1378	1379	1380	1381	1382	1383	1384	1385	1386	1387	1388	1389	1390	1391	1392	1393	1394	1395	1396	1397	1398	1399	1400	1401	1402	1403	1404	1405	1406	1407	1408	1409	1410	1411	1412	1413	1414	1415

Applicable² and identified junior colleges serving one-county areas, hence, they had no supporting county boards of public instruction or supporting county superintendents.

It will be observed that the county superintendents of the lesser than county area reported by the presidents to be always invited to advisory committee meetings. In fact, in one college the controlling county superintendent was a member of the advisory committee (College Eighteen). During the 1959-1960 school year, fourteen of the twenty superintendents of the controlling counties attended at least one meeting of the college advisory committee. Of the six superintendents who did not attend meetings though being invited, four were from single county institutional areas. Since two of these junior colleges were six years old, one was ten years old, and the fourth was over thirty years old, the trend did not seem to bear any relation to age of the institutions.

Though there is no legal necessity for superintendents of supporting counties of the two multiple-county junior colleges stated to attend advisory committee meetings, in nine of these institutions supporting superintendents had standing invitations to attend. Six of nine presidents reported attendance of supporting county superintendents at one or more advisory committee meetings in 1959-1960.

Thirteen presidents stated that county board members in location counties had standing invitations to attend advisory committee meetings. Four presidents of the thirteen indicated that one or more board members from the location county board attended at least one meeting of the advisory committee in 1959-1960.

Five of the ten presidents of multiple county junior colleges reported that supporting county board members had standing invitations to attend advisory committee meetings. During 1946-1948, attendance by supporting county board members was reported by presidents of three of these (five institutions). There seemed to be a greater tendency for school board members of supporting counties to attend, when invited, than there was for legislative county board members to attend when they were invited.

This tendency is confirmed by data summarized in Table 5, comparing the percentage of invited guests actually attending meetings in 1946-1948 in single county and multiple county situations. Forty-three per cent of guests having standing or occasional invitations actually attended college advisory committee meetings in the ten single county junior colleges studied. Slightly less per cent of guests having standing or occasional invitations actually attended advisory committee meetings in the ten multiple county institutions.

Comments solicited from surveys about advisory committee composition from the questions asked about attendance of guests at advisory committee meetings. Presidents of several institutions indicated that school board members were also officially members of the college advisory committee. Several presidents also stated that present members of the advisory committee were members of school boards prior to advisory committee appointment. Another president reported that two former advisory committee members were presently on the county of legislative school board. In one case, the president of a large, single county institution stated that the school board appointed two of its members to attend all

advisory committee meetings (College Twelve). Another college president stated that school board members from the controlling county board were always present (College Seventeen).

Table 7

Members Invited and Attending Advisory Committee Meetings
in Multiple and Single County Colleges,
1980-1985

Single County				Multiple County			
College Code No.	Invited	Attended	Per Cent	College Code No.	Invited	Attended	Per Cent
1	4	2	50	2	3	3	100
4	4	2	50	3	4	3	75
5	2	2	100	5	4	3	75
8	1	1	100	7	4	3	75
11	5	2	40	9	3	2	67
12	1	0	0	10	3	2	67
13	2	0	0	14	4	4	100
15	5	5	100	15	2	2	100
16	1	1	100	17	5	5	100
20	1	0	0	18	5	5	100
Totals	47	28	59	Totals	47	47	100

Other individuals listed by presidents as occasionally attending advisory committee meetings were members of the controlling county board (SALT), county commissioners, secondary authority members, and prospective college administrators.

Transmittal of Recommendations of Advisory Committee
to County Board of Public Instruction

Perhaps as question on the presidents' questionnaire prompted such a variety of responses in addition to the responses requested on the question dealing with methods of transmittal of advisory committee recommendations to the Madison county school board. These findings are summarized in Table 4. Some presidents chose not to specify any precise methods of transmittal, while others listed as many as four methods. Some presidents stated formal procedures of written transmittal (Institutions Eight and Nine). In these institutions (Eight, Nine, and Eleven) the junior college presidents stated that they did not appear before the Madison school board to offer recommendations of the advisory committee. In one of the junior colleges the president additionally wrote:

Recommendations are prepared by the president for the superintendent. Recommendations bear both signatures and are forwarded from the superintendent to the board of public instruction.

Twelve of the presidents said that they personally presented written recommendations to the Madison county school board. In one institution the procedure reported by the president consisted of calling members of advisory committee meetings to members of the county school board a week in advance of a school board meeting. At that meeting the members of the advisory committee and the president of the college appeared jointly to discuss needed school board action on the advisory committee recommendations. Another president explained, "Formally they are written memoranda from the president to the county superintendent."

Table 8

Agriculture Committee Comments to County Board of Directors

(1)	(2)																				(3)
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	
1. Principal appearance before board	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
2. In writing from the President	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
3. Comments or other Agriculture Committee member appearing before board	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
4. Counting expenditures totaling the President	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
5. Other methods	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Another college president stated that he was conscious a number of the college staff presented recommendations to the location county school board.

Referring again to Table 4, the coverage methods listed in Column 1 appeared on a single checklist on the president's questionnaire. The observations reported in the above paragraphs were written on below the checklist in a space for additional comments. Table 4 reports only items checked by the president. No attempt was made to "interpret" additional comments for inclusion in the table. As indicated in Column 4, the most frequent methods of coverage were through appearance of the president before the school board, through written statements from the president, and through the location county superintendent speaking for the college president.

Of the various patterns, some formal, some informal, for making recommendations to the location county school boards, most frequently the presidents reported that they appeared and presented written recommendations. In some cases these recommendations had been previously distributed in writing to board members, and had been previously discussed by the president and the location county school superintendent. In fifteen institutions two or more methods of coverage were employed and six of these fifteen employed three or more methods.

College Advisory Committee Development as Junior College Activities

Investigation of development of junior college advisory committees is distributed-making relative to various aspects of junior college operation required questions designed to allow for a wide range of

difference in questions from colleges to colleges, about the two representing junior college advisory committees specified each board advisory responsibility. Preliminary consultations with knowledgeable authorities in Florida, one president of a junior college, members of senior's supervisory association, and Dr. James L. Weissberger, Director of the Division of Community Junior Colleges, State Department of Education, suggested that development questions should be broadly conceived as to activities specified and as to degree of involvement in specified activities.

The resulting pair of questions, in the form of identical checklists, asked each college president to check the average extent of present involvement and the average extent of best involvement of the junior college advisory committee in various junior college administration areas. The involvement rating scale contained the following degrees: "No involvement," "Sustained Approval," "Partial Approval," and "Initiating Action."

For comparative purposes "No involvement" was assigned a value of zero, "Sustained Approval," a value of one, "Partial Approval," a value of two, and "Initiating Action," a value of three. Ratings on both checklists were totaled, resulting in collection of present involvement and best involvement, as judged by the president, for each of the twenty institutions in the study. All but one president completed the two involvement scales. The final step in quantifying the data was the establishment of the difference in the sum of the ratings on the two checklists as the advisory committee involvement vector, an indication of the degree of satisfaction of the junior college president with advisory committee functioning. The vector might come out negative if a

president felt less involvement of the advisory committee was indicated, or positive if the president felt greater involvement of the advisory committee was indicated.

A similar rating procedure was utilized in obtaining statistical ratings of present and best involvement of junior college advisory committees in each of the numerous administrative areas included on the ten slides. For example, fourteen presidents felt that the activity, "developing general policy," required "special approval" involvement of their respective advisory committees. Four other presidents felt that "special approval" was required, and one other president felt "consulting action" was required. The sum of these ratings by the presidents, using the scales assigned above, was thirty-five. Thus presidents registered the second slidelet regarding the best degree of involvement, the total of all of their judgments of "developing general policy" was thirty-seven. The difference between these two sums, plus ten, became the statistical involvement vector for this administrative area and suggested general satisfaction with present advisory committee involvement in developing general policy with perhaps a slight tendency for increased advisory committee involvement. Of course, presidents who indicated the junior college advisory committee already was involved in college affairs rated "best involvement" lower than "present involvement," resulting in negative involvement vectors.

Table I is a basic entry table containing all presidential judgments of present and best involvement for the numerous administrative areas. To the right of the list of administrative areas are two rows of figures for each administrative area. The top row, labeled "p," contains

Table 9 (Continued)

Initiation/Action Area	Rolling Code Values																
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
20. Reaching, Parts and Equipment	2	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
21. Getting Promotion Policy	2	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
22. Preparing and Conduct	2	0	1	0	1	0	0	1	0	1	0	1	0	0	0	0	0
23. Planning Meetings	0	0	0	0	1	0	1	0	0	0	0	0	0	0	0	0	0
24. Publishing Catalog	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
25. Developing New (Innovative) Services	0	0	0	0	1	0	1	0	0	0	0	0	0	0	0	0	0
26. Student Motivation and Inspiration	0	0	0	0	1	1	1	0	0	0	0	0	0	0	0	0	0
27. Student Control Scheme	0	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0

* Respondent did not complete Development section.

** Data inadvertently omitted by respondent.

the judgments of primary involvement. The latter two, labeled "B," contains the judgments of least involvement. By studying these double rows of figures horizontally, one can see the judgments of least and greatest involvement of the twenty presidents for each of the seventeen administrative areas. By studying the figures listed vertically under the twenty College Code Numbers, one can see the rating of a particular president for all seventeen areas. Present and least involvement ratings and involvement ratings for the twenty junior colleges and the seventeen administrative areas are presented in summary tables (Table III and Table II) which follow:

Certain generalizations can be inferred from the basic entry data shown in Table I which is not shown from the summary tables. These generalizations relate to the significance of differing degrees of disparity in presidential judgments of involvement in the seventeen administrative areas.

It is apparent that there was a high degree of agreement among junior college presidents about advisory committee involvement in certain areas. Area Ten, "Selecting Texts and Equipment," was an area that presidents almost agreed should not be an area of advisory committee concern. Area Seventeen, "Student Conduct Rules," was uniformly judged by the presidents as not requiring more than routine approval. Dismissal of the advisory committee.

The presidents seemed to be rather uniform in their judgment that Area One, "Developing General Policy," Area Three, "Approving the Budget," Area Eight, "Setting Salaries," and Area Thirteen, "Tombing Buildings," were junior college matters requiring advisory committee

involvement of "moderately approved," a level of involvement the presidents felt currently reflected. The presidents uniformly judged that the junior college advisory committees did have, and at least should have, "satisfactory action" involvement in selecting the junior college presidents.

There were three administrative areas for which presidential judgments of present and best involvement were quite disparate. Judgments of present and best involvement for Area Eleven, "Setting Priorities Policy," varied markedly. Judgments ranged from "none" to "above," Area Fourteen, "Publicizing the College," was another high disparity area. These presidents felt that advisory committees were too involved in this area, others that they were not enough involved. There was also considerable variation from involved to president relative to the proper amount of advisory committee involvement in Area Sixteen, "Student Activities and Retention."

Table 14 summarizes the involvement status of each of the sixteen advisory committees in this study for which involvement checklists were completed by the junior college presidents. The "Present Involvement" column was obtained from, "Best involvement," second, and "Involvement Sectors," third.

The involvement vectors of the individual institutions indicated that most junior college presidents expressed satisfaction with present advisory committee involvement. There was a positive indication for increasing advisory committee involvement, but this was rather slight. The presidents of these colleges (Louisiana State, Ohio, and Maryland) seemed to feel that their advisory committee involvement was needed. Ten of these colleges were multiple county institutions. The presidents of

Table 18

Summary of Total Investment Returns of Bank Advisory Committee, as Judged by President

410 Total Investment...	420 Totals for Each Quarter of the Year																				430 Totals for Year	
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	Investment for Year	Total Return
1. Period Investment	49	50	47	50	49	50	49	49	50	51	49	50	50	50	50	50	50	50	50	50	499	448
2. Same Investment	50	50	50	50	50	50	50	50	50	50	50	50	50	50	50	50	50	50	50	50	500	448
3. Investment Factor Difference Between (1) and (2)	10	0	1	0	11	-1	0	1	1	1	1	0	-1	0	0	-1	0	0	-1	0	1	15

4. Investment return not completed by respondent.

four colleges indicated through their judgments that slight disinvestment of advisory committee involvement would be best (Optimizations Six, Twelve, Fifteen, and Eighteen). Three of these were sample senior colleges:

Table 10, Column 3, contains available totals for all judgments of all presidents completing the investment questions. The figures under the subhead, "As judged," are the sum of judgments of all presidents of general involvement, of best involvement, and of the difference between these figures, the investment vector, for all administrative areas. The second subhead, "Maximum Possible," is the product of the highest rating interval, the number of administrative areas (seventeen), and the number of respondents (students), which resulted in a maximum possible rating total of 850. The figures in Column 3, Subhead "Maximum Possible," are the per cents of the maximum possible involvement rating that the involvement judgments of the presidents equalled. The involvement allocation tabulations indicate that the junior college presidents in Florida displayed a positive preference for increased advisory committee involvement in numerous administrative areas of 1 per cent, from 54 per cent to 55 per cent of the maximum possible rating on the scale utilized.

Table 11 summarizes the statewide involvement status of all junior college advisory committees in each of the seventeen administrative areas included on the involvement tabulations. There was less variation in these ratings. The range in involvement vectors of each advisory committee was thirteen points (see Table 10), while the range in available vectors for each administrative area was eight points.

Table 11

Summary of Bond Development Status of All College Advisory Committees
in State of Tennessee (March/April 2008)

11.2	C01																	C00		
	Totals for Each Individual for Area																			
	C01																	Advised by Faculty	Not Advised by Faculty	
1. Finance Development	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
2. Real Estate Development	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
3. Development Status Collegiate System II, and III	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

There was no area of administration for which the presidents in aggregate felt there should be less advisory committee involvement. Four presidents judged that individual advisory committee involvement in their particular activities should be reduced.

The five areas judged by the presidents to need more increased involvement were Area Two, "Developing the Budget," Area Eight, "Setting Salaries," Area Eleven, "Setting Promoting Policies," Area Fourteen, "Subsidiizing the College," and Area Fifteen, "Developing the Educational Services." Again, one inevitably concludes that there is a little feeling for increased advisory committee involvement as judged by the junior college presidents, but not a very pronounced one.

CHAPTER IV

THE CHARACTERISTICS OF ADVISORY COMMITTEE MEMBERSHIP AND INVOLVEMENT AS INDICATED BY RESPONSES TO ADVISORY COMMITTEE MEMBERS' QUESTIONNAIRES

Purpose of Advisory Committee Questionnaires

The purpose of the advisory committee members' questionnaire was twofold. First, it provided a means of gathering background information about characteristics of advisory committee members involved in future studies their roles and political activity. Second, it provided a means of determining advisory committee members' perceptions of the best degree of involvement of the advisory committee in college affairs. A copy of the advisory committee questionnaire is included in Appendix A-1. Sixty-eight per cent of the advisory committee members in the twenty junior colleges studied returned questionnaires. Excluding the two presidents who refused to cooperate with this phase of the study, 71 per cent of the questionnaires were returned.

Advisory Committee Membership Characteristics

The average number of years of service of junior college advisory committee members was found to be five years. It is usually mentioned that, of course, tenure has been short, but in three of the four institutions established prior to 1960, advisory committee member tenure averages were seven, seven, and fourteen years. The fourth junior

colleges was one of the five colleges mentioned above which could be called advisory committee questionnaires.

Most advisory committee members said they had resided in the area of junior college service for many years. In five of the eighteen junior colleges for which information was available, residency averages per committee were forty to forty-seven years per member. Thirteen institutions in this study had advisory committees with total residency averages of over twenty-five years; two institutions had aggregate residency averages of under twenty years per committee member, one averaging nineteen and the other eighteen years.

A total of 66 per cent of advisory committee members completing the questionnaire were born outside the state of Florida. Advisory committees in two institutions, both in North Florida, were the only committees with more than half the membership born in Florida. In one of these institutions none of the members was born out-of-state, and in the other, five were born in the state and four outside. Six other institutions had approximately even divisions of individuals born in-state and out-of-state. One of these institutions was located in North Florida. The remaining five were located north of a line drawn east and west across a map of Florida at Seaboard, midway up the peninsula. Of the ten institutions which had a preponderance of individuals born out-of-state, eight were central institutions. It would seem that composition of junior college advisory committees in terms of place of birth is consistent with recent population growth patterns in Florida. Most inland North Florida advisory committee members were native-born, while junior colleges located on the coast or in the southern part of the

states seemed to have a greater number of unemployed high school seniors than the state averaging on the university committees.

Business, University of College, University, University, University

Information about advisory committee members' occupations was collected through use of a checklist of business areas. Table 12 summarizes business area representations for all advisory committee studies. Table 13 presents business areas represented on each advisory committee, grouped by multiple and single study junior college studies. Appearing on the checklist were fourteen classifications of business areas, plus additional space at the end of the list for writing in business areas not encompassed by the fourteen classifications.

As shown on Table 12, the business area most frequently checked by committee members was professional services. Twenty-four members of fourteen advisory committees checked this area. The second most frequently checked area was wholesale and retail trade, noted by twenty-two members on eleven advisory committees. One advisory committee had members which checked agriculture as a major occupational area, eight had members involved in real estate, seven in government service, and six in insurance and in communications. The least frequently checked areas were mining, manufacturing, building and construction, forestry, scientific services, fishing, and lumbering. In most of these latter areas did advisory committee members of more than five junior colleges indicate involvement.

Totals at the bottom of Table 12 provide some indication of the vocational involvement of the individual junior college advisory

conditions in the varied business areas. For example, Institution Two had members located in eight of the business areas listed, with anywhere from one to four advisory committee members standing each of these eight areas, resulting in the thirteen "total involvement" shown on the table. It should be remembered that multiple county advisory committees, consisting of nine members as compared to three for single county committees, consistently showed higher totals of involvement in business areas. Single county institutions ranged in the number of business areas represented from three to five, whereas the multiple county junior colleges ranged from five to eight.

Since advisory committee members were asked to check principal occupations rather than single most important occupations, the first set of totals at the bottom of table II are their definitions of the total major business commitments of respondent advisory committee members. In Korten's study of college boards of trustees, Kirk's suggested social university board, which Korten used was generally applicable to other types of educational institutions and their lay boards, concerned a board representation of two segments--the institution and the public. Public representation was divided evenly between business, professions, agriculture, and wage-earning. There were five college representatives and eight representatives of the public (17, p. 134).

Using the above divisions of public representation by economic areas as a standard, multiple county junior colleges in Florida had adequate coverage of areas of economic activity. Coverage is not so representative in single county colleges. For the most part this was initial coverage was generally attributable to the smaller membership of

The single county committee, but in some institutions, for example Dickinson College, the economic areas checked suggested narrow socio-economic representation. The only areas listed, even though all members submitted questionnaires, were professional services, education, and real estate value.

It is also interesting to note that in addition to the expected variation in ruralized areas represented, such as greater representation of agricultural economic activities in the more rural, multiple county junior college advisory committees, these institutions also had a greater number of individuals serving on advisory committees who worked in insurance and in real estate. There was proportionately greater representation in single county advisory committees from the areas of communication and government service.

Findings on advisory committee composition were rather contradictory in the present study. In spite of efforts by the researcher to insure a high return of advisory committee members' questionnaires by having the questionnaires administered by the college presidents in regularly scheduled advisory committee meetings, the percentages of questionnaires returned from some institutions was low (see Table 14, bottom row). A number of presidents, evidently under pressure of heavily loaded advisory committee meeting agendas, were not able to direct the completion of the questionnaires as suggested by the researcher during a regularly scheduled advisory committee meeting. Instead, these questionnaires were mailed to the advisory committee members. This tended to reduce the number of returns.

Elective and appointive offices

Information regarding elective and appointive offices was sought in order to make some estimate of the activity of advisory committees in the political life of these areas. It is noticeable that some experienced leaders and school boards may have sought and also were active in state politics for service on college advisory committees, while others may have sought individuals who were relatively inactive.

Each advisory committee member was asked to write in elective and appointive offices held by him in the past ten years. This information was then weighted in keeping with the relative importance of the positions listed, as follows: election to a state office was assigned triple weight, appointment to a state office was assigned double weight, election to a county or local office was counted without weighting, and appointment to local office was not counted. The decision not to count the latter was based on the discovery that on many questionnaires where local appointive offices were listed, it was difficult to accurately judge the significance of these offices because of lack of familiarity with local organizations.

Using this weighting procedure, Junior College Two, a multiple county institution, showed the greatest amount of political activity, securing a total of seven points (see Table VI). Two junior colleges, Three and Fifteen, also multiple county institutions, had the next highest political activity ratings, each securing six. There were twelve junior colleges having scores either six or within two points of the median of seven; six of these institutions served single county areas, and five served multiple county areas. Since the multiple county junior

colleges had larger advisory committee memberships than single county committees, proportionately, they had fewer politically active members. On the other hand, in terms of total influence, multiple county advisory committees tended to have about the same amount of political activity as the single county junior college committees, but it was distributed over a larger advisory committee membership.

It is interesting to note that four of the eighteen advisory committees for which information was available scored as positive when analyzed in terms of the present weighting system. Three of these junior college advisory committees served single county institutions and one served a multiple county institution.

TABLE 10

Values of Elective and Appointment Offices of Advisory
Committee Members for Advisory Committee, Weighted
for State and Local Significance

College Code No.	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Weighted Influence	4	2	1	2	4	0	1	4	2	0	0	4	0	0	4	0	0	4	0	4

* Advisory committee questionnaires not submitted by president.

Advisory Committee Member Inclusion of Post-Secondary

The final item included on the advisory committee member questionnaire duplicated the involvement checklist utilized on the presidential questionnaire. (See copy of questionnaire in Appendix A.) Advisory committee members were asked to indicate what they thought would be the best advisory committee involvement in the university activities listed,

whereas the college presidents were asked to evaluate present and best development. Findings from the advisory committee member checklist for each of the countries (other college activities were not summarized for all institutions, but were summarized for each of the six depth study institutions discussed in the next chapter of this study.

Table II contains a comparison of the average estimates of best development of advisory committee members in each advisory committee with the estimates of the corresponding college president. The estimates of the advisory committee members were very close to those of the presidents. There was more feeling for increased advisory committee involvement expressed by the members than by the presidents in Colleges Three, Seven, Eleven, Thirteen, and Fifteen. Three of these colleges served multiple country areas and two served single country areas. College advisory committee members in Colleges Two, Four, Four, Twelve, and sixteen displayed judgments that advisory committees should be less involved in college activities than their presidents thought they should. Three of these were single country colleges and two were multiple country colleges.

In most cases the best development estimates of the president and the members of the advisory committee were similar. The widest differences existing between presidential and advisory committee judgment was eleven points, and in eight of the colleges the difference was no more than four points. In the average, advisory committee members in any given institution judged best development similarly to the best development judgments of the president.

Table 24

Comparison of Advisory Committee Budget Estimates
and Corresponding Presidential Estimates
of Total Expenditures

College Code	Total Expenditures	
	Advisory Committee Budget Estimates	Presidential Estimates
1	0	16
2	20	26
3	26	18
4	10	15
5	22	30
6	24	27
7	26	18
8	28	18
9	15	17
10	10	17
11	20	18
12	17	18
13	30	24
14	24	28
15	22	17
16	20	20
17	0	0
18	16	27
19	15	26
20	23	17
Totals	442	472
Mean	22	24

* Data extrapolated from State colleges.

Additional Comments of Advisory Committee Members

A number of advisory committee members wrote in additional comments about advisory committee involvement. In most cases these comments repeated what slave refinements judgments included in the advisory committee involvement checklist, but there were two instances where the additional comments conveyed something new.

Two members of one multiple county advisory committee share six of the nine advisory committee members returned questionnaires stated dissatisfaction with the present pattern of advice from the advisory committee and wanted through the county school board. One member stated, "I believe the Advisory Committee or some committee should have more authority in the operation of the Junior College." Another member commented, "I feel it belongs to both bodies (the advisory committee and the school board) that one or the other should entirely administer to the college." These two statements were the only direct expressions of dissatisfaction with the present pattern of control appearing in any of the advisory committee members' questionnaires.

In another advisory committee in a single county jurisdiction where all five advisory committee members returned questionnaires, four members commented positively about the effectiveness of the advisory committee. Three of these comments were quite lengthy. One comment stressed the importance of informal public relations between which can be rendered by the advisory committee, stating that the advisory committee "has greatly lessened the community's dependence of the Junior College," and also "has kept to the present community needs that can be met by the college." A second member emphasized the confidence that

the advisory committee felt is the president and the advisory committee's willingness to support him in "almost every administrative matter," he continued by stressing the fact that all members meeting before the advisory committee in his institution remained steady. Finally, he set forth the areas of authority of the advisory committee and the county board based in relation to the junior college. The third member of this advisory committee, commenting about college salary schedules, stated the opinion that the advisory committee should initiate action in setting the president's salary. The fourth advisory committee member commented, "Our president leaves no room for improvement."

Advisory committee members offered an assortment of additional comments in explanation of various phases of the advisory committee involvement schedule which they had completed. One stated that the participating involvement of the advisory committee was more necessary at new institutions, while routine approved involvement was better in established institutions. Another member approved involvement of the advisory committee in hiring and firing, while another felt the advisory committee should judge reasons for faculty dismissal. Another stressed the responsibility of the advisory committee for seeing that college policy conformed with state junior college policy. Two others stressed fiscal or internal financial responsibility of the advisory committee between the county board, the university, and the college. Another member emphasized the responsibility of the advisory committee for seeing that college policy and programs served the entire multiple county area supporting the junior college.

CHAPTER V

SIX CASES OF JUVENILE COLLIER APPEAL COMMITTEE FUNCTIONING

Introduction

In view of the legal structure of the Florida system of local control for public secondary colleges, and the increasingly confirmed existence of wide variation in working relationships between the county of location based on public instruction, the college advisory committee, the county superintendent of the county of location, and the college president in each of the twenty institutions studied through questionnaires, the writer felt the purposes of the study could best be accomplished by examining the functioning of a sample of advisory committees in greater depth through interviewing. For each of the "depth study" cases, interviews were conducted with findings from other phases of the study. College Case Studies were assigned to further manual institutional description.

In this chapter the method of selecting the six case study institutions and reports of the case studies are presented. All the case studies are introduced by brief generalizing descriptions of the generally junior college and six colleges. These descriptions are followed by reports of findings from the presidential and advisory committee questionnaires. This is followed by a summary of published information relevant

by the junior college board advisory committee conducting. Interviews with the college president and the county superintendent of the county in which the college is located provide the most study data. Interviews are presented in the order dictated at each junior college. Usually the college president was first interviewed. (Copies of the interview guides are enclosed in Appendix B.)

Selecting the North Florida College Advisory Committees

In making selections of the advisory committees and their associated institutions for depth study, three criteria of selection were established. The first criterion listed from advisory committee membership were data derived from questionnaires utilized in the study. Other criteria were developed to reduce the probability of selection of institutions wherein adverse administrative complications might tend to distort findings of the study. For example, recent administrative changes, either in the county superintendent or the college presidency, disqualified a junior college from consideration. Finally, the experienced judgment of Florida junior college authorities was sought to additionally confirm the degree to which the cases were representative of the groups from which they were selected.

The criteria of selection of depth study committees were as follows:

1. Institutions selected were those colleges and county study institutions characterized by high, average, and low involvement as indicated by the following factors:

a. The number of advisory committee meetings per year during the tenure of the president.

- d. The number of regularly scheduled advisory committee meetings in the depth study year, 1989-1990.
- e. The average degree of political activity as indicated by significant victories and defeats/offices held by advisory committee members in the last ten years.
- f. The degree of local involvement of the advisory committee as judged by advisory committee members.
- g. The presidential endorsement factor, a measure of presidential support of local advisory committee institutions.
- h. The percentage of advisory committee members completing and returning advisory committee questionnaires.
- i. The percentage of attendance of regularly and occasionally invited guests at advisory committee meetings in 1989-1990.

5. The institutions selected were under the direction of college presidents who at least three years of tenure and were also located in counties where the county superintendent of public instruction had at least three years of tenure in that office.

6. The junior colleges selected were distributed across the age span of Florida public junior colleges.

7. Institutions were approved for study by the Director of the Division of Community Junior Colleges of the State Department of Education and the Co-Chairman of the researcher's supervisory committee.

8. Institutions selected were from the group of eighteen of the twenty junior colleges studied whose presidents agreed to participate in the depth study phase.

Table 18 contains information about degree of advisory committee involvement, as calculated from the seven measures of involvement appearing in Table 16 on the above, after conversion to a three-point scale. The conversion procedure was as follows. Findings from all institutions about each of the seven traits were arranged in ascending order. These distributions were then divided into three sections: an upper section, assigned a plus one value; a lower section, assigned a minus one value, and a middle section, assigned a zero value. For each distribution the

Table 26

Assembly Committee Endowment in Junior College Activities
 Derived from State Colonial Realties,
 Converted to Time-Point Data

Federal Reserve Series	Contributions, \$100,000											
	1	2	3	4	5	6	7	8	9	10	11	12
I. Series of Assembly Committee Realities for Year	0	0	-1	0	-1	1	0	0	1	1	0	0
II. Series of Quarterly Scaled Realities (Month, Year) Year	1	0	-1	0	0	1	0	0	1	0	0	0
III. Political Activity	0	0	1	0	0	-1	0	0	-1	0	0	0
IV. Assembly Committee Realities of Year Endowment	0	0	-1	0	0	0	1	0	-1	1	0	0
V. Presidential Endowment Series	0	0	0	0	0	0	1	0	-1	1	0	0
VI. Percentage Series of Assembly Committee Realities	-1	0	0	0	-1	0	0	1	0	-1	1	0
VII. Percentage of Series United by Annual Activity	-1	0	0	0	0	1	0	0	0	-1	0	0
VIII. Percentage of Series United by Annual Activity	-1	0	0	0	0	1	0	0	0	-1	0	0
IX. Total	0	0	0	-1	0	1	0	0	0	0	1	0

1. Assembly Committee Realities are not available by Contributions, 0 values assigned.

nights section was established by setting off approximately one-half the measures which structured above the midpoint of the distribution. In cases where more information was having from a particular institution, the average value for all institutions submitting information on that scale was assigned.

Table 17 is a rearrangement of the junior colleges and their involvement scores in terms of multiple and single county groupings in descending order of involvement, as indicated by the sum of involvement scores taken from the "Totals" line of Table 16. Table 17 also shows the age of each junior college and the years of tenure of each college president.

The data included on Table 17 were combined with names of colleges and other information necessary for application of the criteria established for the selection process. These findings were entered on a selection sheet close to the individuals named in Section Four above. These individuals jointly selected a college from each of the three categories of involvement for single and for multiple county junior colleges. The researcher then proceeded to arrange visitations and interviews with college presidents and county superintendents. It was successful in every case, obtaining interviews from all presidents and county superintendents. A letter of introduction, written by one of the Co-Chairmen to introduce the study and to seek cooperation from the necessary officials, is included in Appendix B.

The next two studies which follow are presented in ascending order of degree of involvement as indicated by the quantitative findings

Table 17

Bedfordshire and Hertfordshire Juvenile Colleges Classified by Development as Subdivided
in Scale of Juveniles on Basis of Scale of Juveniles (Appendix 1, Table 1)

Developmental Scale	Bedfordshire Juvenile Colleges				Hertfordshire Juvenile Colleges			
	College Cost in £	Age	Per Thousand	Per Thousand	College Cost in £	Age	Per Thousand	Per Thousand
1	0	0	0	0	0	0	0	0
2	10000	0	0	0	0	0	0	0
3	10000	0	0	0	0	0	0	0
4	10000	0	0	0	0	0	0	0
5	10000	0	0	0	0	0	0	0
6	10000	0	0	0	0	0	0	0
7	10000	0	0	0	0	0	0	0
8	10000	0	0	0	0	0	0	0

of the study. That is, the first case study presented is about the advisory committee headed by this study to be least actively involved in junior college administrative activity.

East York College, Ohio

Introduction

College One was a public county institution serving a metropolitan area which had grown rapidly since the Second World War. The college itself was founded in 1893, beginning instruction in 1945. The economy of the county was based on tourism, commerce, light industry, and agriculture. The college had an extremely rapid increase in enrollment, amounting to a six-fold increase in the first three years of operation.

President and Administrative History

The president had served in that capacity for three years. During that period one individual had served as chairman of the advisory committee. There had been no new appointments to the college advisory committee.

The average number of meetings of the advisory committee per year during the presidential tenure period was five. All meetings were considered regularly scheduled. A question about the number of least meetings with controlling group board yielded the response that five to four board members usually attended advisory committee meetings. Two of these were formally designated as liaison persons attending all meetings.

During 1965-1966, the newly appointed president, though he had a standing invitation to attend meetings of the advisory committee, did not attend. Other members listed as occasionally attending were members

of the junior college staff, the school architect, and staff workers of the county superintendent.

The usual method of carrying recommendations of the advisory committee to the county board of public instruction was through written memoranda from the president to the county superintendent. The president attended all county board meetings at which junior college matters were discussed and responded to questions concerning these matters.

Presidential involvement activities

The president's completion of involvement studies caused his judgment that involvement of the advisory committee in common junior college administrative areas was somewhat above what he considered best. The advisory committee was involved at the level of "collaborating action" in selecting the president and publicizing the college, but he did not feel that level of involvement in publicizing the college was best. He judged that the advisory committee should exercise "critical approval" involvement in developing general policy, approving the budget, setting salaries, setting tuition and fees, setting promotion policies, planning buildings, publicizing the college, and developing new educational services. He felt the advisory committee should "actively approve" developing the budget, selecting administrative personnel and the instructional staff, preparing new courses, admission and retention of students, and developing regulations for student conduct. He felt the advisory committee should not be involved in the dismissal of the faculty or selecting texts and equipment.

The president accompanied his questionnaire with a letter containing additional information about advisory committee functioning. In

This letter is noted that members of the advisory committee were widely traveled, making it difficult to schedule meetings of the full committee. The president stated that he found it necessary to transmit administrative matters with individuals of the advisory committee rather than with the complete group in a related meeting. He mentioned frequent telephone contacts and informal luncheon meetings with one or two members of the advisory committee having special responsibility for overseeing some particular area of junior college business. The president also stressed the value of informal dinner meetings through which advisory committee members and school board members had an opportunity for less-structured discussion of junior colleges and other educational matters.

Advisory Committee Questionnaire Findings:

Slightly per cent of the members of the advisory committee returned questionnaires. One half of the respondents were born in Florida. Respondents had lived in the area the junior college served for an average of thirty-five years and had advisory committee tenure averages of five years. Members of the committee had business involvements in four different areas of the committee categories utilized in this study. Their influence as indicated by minutes and operative officers was revealed about the average for all advisory committees studied. Advisory committee members judged their advisory committee involvement in college activities considerably lower than the corresponding own involvement judgments of the college presidents. The members made no additional comments about advisory committee involvement.

Published statements of position and procedure

This junior college was undergoing extensive reorganization in connection with registration to a nontenured organization, consequently, there did not exist an accurate account of the functioning of the junior college advisory committee. In absence of any such statement, the writer asked the junior college president about this matter in an interview to be mentioned later. The president stated in the interview that until the new policy manual for nontenured administrative organizations was complete, the only published statement of advisory committee functioning was that contained in Florida law and State Board of Education regulations (see Chapter 2, pp. 2-3 of this study).

Interview with the county superintendent

The superintendent reported that the advisory committee had been influential in many ways. "They are all big men in the community, businessmen with a lot of power." In regard to such matters as a high salary for the college president, there was some influential in obtaining agreement from the county board for a top salary for the president. When the need for fixed accounting of prospective presidents through personal interviews was hindered by a county school policy prohibiting payment of travel funds to individuals being sought for educational positions, the advisory committee provided the necessary funds from their own pockets.

The superintendent stated that the advisory committee was directly influential in efforts of the college and county administration to secure good college action. When the possibility arose of obtaining one site of a military installation at no cost, the advisory committee was a part of

the local effort working with the area congressional delegation to obtain the property from the United States Government.

Another instance of significant advisory committee contribution cited by the superintendent related to a definite application for the presidency of the Junior College. The county school board, by referring the matter to the college advisory committee, was able to handle the matter to the best advantage of all concerned. The advisory committee was able to make a judgment about the matter in such a way as to prevent uncertainty within the school board that could have been detrimental to the Junior College. Another instance of advisory committee helpfulness was in the initiation of a substantial scholarship fund through obtaining agreement of a local merchant to sponsor all meetings on a given day to the scholarship fund.

The superintendent stated that the recommendations of the college advisory committee resulted a great deal of contact with the county school board. A number of reasons for this was stated. The frequent consultation between the president and the superintendent were most effective in assuring that what was of concern to the advisory committee was also of concern to the county school board. Thus, the liaison arrangement between the county board and the advisory committee (two board members attending all advisory committee meetings) tended to assure mutual knowledge of important educational developments by both groups. The president reported attending all school board meetings at which Junior College matters were discussed and responding to questions by board members about college matters.

The superintendent saw no need for increasing or diminishing the power of the advisory committee, nor did he feel that the method of appointment of the advisory committee should be changed. He did observe that the junior college local control activities as multiple county junior colleges was potentially troublesome. He also acknowledged that long tenure on the advisory committee might create some problems, but he felt there were also advantages gained from long tenure.

The superintendent stated that there had been no disappointments regarding relations between the advisory committee and the county school board in the past year. The superintendent added that if there had been differences between the college advisory committee and the superintendent about important junior college policy, he would not have hesitated to appear before the school board, present his case, and abide by the decision of the board.

Interview with the college president

The president stated that no sharp difficulties existed between regularly scheduled meetings of the advisory committee and special meetings. Meetings were called as needed, but there were always more than the legally required minimum number of four in any year. Advisory committee working agendas were prepared in the office of the president. On some occasions the president conferred with the county superintendent about the agenda.

The president reported that minutes of the advisory committee were not widely distributed. Copies were sent to the chairman of the county school board, the county superintendent, the two Illinois members of the county board, and to the membership of the advisory committee.

Recommendations of the advisory committee were presented to the study board in writing in the form of memoranda from the president to the study superintendent, but the president always appeared when recommendations were being considered.

The president stated that the advisory committee had been very helpful in presenting the needs of the junior college to the board of public instruction. He stressed the powerful influence of the individuals constituting the advisory committee. He said that advisory committee members did not attend meetings of the school board, however, there were dinner meetings held jointly where face-to-face contacts occurred and there was an opportunity for informal discussion of sensitive areas.

The president said that the advisory committee was not involved in initiating changes in policies and programs within the junior college, but he did consider it important to keep the advisory committee informed about the internal operation of the college, since this tended to have a strengthening effect.

The advisory committee, according to the president, had been useful in improving college public relations. The advisory committee indirectly acted by helping keep more attention to public opinion regarding the junior college. The president also noted that the total public relations operation at the junior college had not a standard for better programs of public relations in the local school system.

The president, asked if the junior college advisory committee had been helpful in defining the purpose of the institution, responded by stating that he had not been involved with the institution three

inspection, but during his administration the advisory committee had taken definite stands about institutional purposes as reflected by the curriculum of the colleges. In administration he cited the vocational-technical program, stating that the advisory committee was quite explicit about the reasons that these programs be definitely "college level" rather than secondary or lower.

The president had never advised action by the county board contrary to the advice of the college advisory committee, but a number of advisory committee recommendations out of his thinking has been taken to the county board. In one case the advisory committee recommended tuition waivers for certain categories of non-resident students. This reduced funds available to the college through student tuition, but the president stated that the advisory committee felt that the college had a wider responsibility in relation to a community with diverse metropolitan population characteristics than was implied by the scope of tuition now differentials currently existing in Florida public junior colleges.

The county board, said the president, had never taken action on important junior college matters without prior consultation with the college advisory committee. The president felt that it was unwise that such a situation might develop. The county board had exhibited an occasional tendency to reject more advisory committee recommendations, but when this tendency was observed the president, being sensitive to it, responded by withdrawing the matter temporarily. The president also said that he explained to the advisory committee their responsibility

for advising the county board of public instruction about junior college matters. He expressed feeling then that the advisory committee had had one reason for existence which was to advise about junior college policy. The county board must act on its own authority, he said, when the advisory committee does not advise.

The president was asked what action he took when a recommendation of the advisory committee was in conflict with his own judgment concerning the wisdom of a program or a policy. He distinguished several types of situations where conflict might arise, stating that when the conflict did not involve any significant policy differences, but was a matter of suspected developments resulting from further administrative study connected with implementation of a program, he was not too concerned about the conflict. In contrast to this approach, the president stated that whenever he discussed a recommendation of the advisory committee but became suspicious as a result of suspected major developments which had not been foreseen when the policy was approved by the advisory committee, he was careful to consult with key members of the advisory committee or to present the needed revision in the next meeting of the advisory committee. He pointed out that, in general, as the executive of the advisory committee, he felt that it was his responsibility to be the source of definitive information regarding proposed policies and programs. Consequently, it was very unlikely that serious differences could exist between the advisory committee and the president about junior college matters. The president stated that if major differences were to develop between him and the advisory committee with disturbing frequency, he would interpret this as a very serious development.

When the president was asked if the superintendent had ever refused to support a policy recommended by the president and the advisory committee, he answered negatively. He said that typically the superintendent stated his position about matters being brought before the advisory committee and abided by the decisions of the advisory committee.

The president, when asked if he would recommend establishment of the advisory committee, assuming abdication of the public junior colleges continued under control of the county school boards, answered affirmatively. He next was asked if he would recommend either increase or decrease in the authority of the advisory committee. This, he said, was a complex matter. He acknowledged that the present pattern of junior college control was adequate, yet his junior college had experienced rapid growth. He stated that a basic issue existed about whether regional-national policies or available human resources determined what could work best in any given situation. He observed that the present pattern of operation had worked because of the excellent record of understanding and cooperation regarding junior college policy and programs. In short, the president felt the present pattern acceptable from a pragmatic point of view. It had worked well. He further observed that as rapidly as his college had been able to absorb junior college administrative functions previously performed by the county school board staff, policies affecting the transfer of those functions had been approved. State Board of Education Regulations, and State educational leadership had encouraged this tendency.

The president, asked to make any suggestions for improving the method of appointment of junior college advisory committee members,

observed that three-year terms for advisory committee members was considerably under the usual length of terms of similar boards for other institutions, but, on the other hand, he noted that if more local authority were vested in the advisory committee, or if appointments were for longer terms, it was unlikely that the high caliber of individuals serving on the advisory committee could be maintained.

The president's only suggestion for improving the coordination of activities of the advisory committee, the junior college president, the county superintendent, and the county school board was that care be taken to protect smooth working relationships. He observed that the difficulties of maintaining smooth relationships in multiple county institutions would not be greater than in single county institutions.

Sam Hardy College Two

Introduction

Institution Two was a multiple county junior college that served a few county areas. The first classes were taught in September, 1909. The college was authorized by law in 1908. The total enrollment in 1964 was about twelve hundred students. The area had an economy rooted in agriculture, particularly cotton production, and its timber. The president of the institution was the chairman of the local citizens association which the presidency strived to use as a vehicle to justify the establishment of the college.

Presidential questionnaire findings

The president had been in office for the life of the college. During these years, one man had served as chairman of the advisory

positions and ten new advisory committee members had been appointed. All chair members were appointed by the respective county boards of public instruction prior to the appointment of the president.

During the tenure of the president, the college advisory committee had averaged four to five meetings per year, however, the president noted on his questionnaire that a new policy of monthly meetings was being contemplated for the coming year (1960-1961).

During 1959-1960 the president reported six meetings of the college advisory committee. He mentioned four of these regularly scheduled. There were two joint meetings at which the matters most frequently discussed were the junior college budget, buildings, personnel, and curriculum. The localities county superintendent, representing county superintendents, and school board members of localities and supporting counties were reported to have standing invitations to attend advisory committee meetings. In the depth study year none of these individuals attended an advisory committee meeting. Other persons occasionally invited to the advisory committee meetings were the college staff, the president, and his children. All of these individuals attended meetings during the depth study year. Of the total individuals receiving standing invitations or occasional invitations to attend advisory committee meetings during the depth study year, 49 per cent attended one or more meetings. No county school superintendents or school board members attended, except for two advisory committee members who were also school board members in two of the supporting counties.

Presidential involvement estimates

The estimates of present involvement and of best involvement for the college advisory committee in various administrative areas were considerably below the average involvement estimates for all the institutions studied. Regarding the estimate of best involvement, the study average was twenty-five while this president estimated nineteen. Four presidents estimated lower involvement; one estimated sixteen, two seventeen, and one eighteen. This president estimated present involvement at nineteen. Five presidents made present involvement estimates lower than this. The average present involvement estimate for this study by the junior college presidents was twenty-three.

Three presidents felt that the advisory committee should not formulate action regarding any action. He was one of three presidents who did not indicate "existing action" involvement by the advisory committee in selecting the president. He felt the advisory committee should give "limited approval" to developing general policy, approving the budget, selecting the president, setting salaries, setting traditions and fees, and planning buildings. He felt the advisory committee should be "actively involved" in developing the budget, selecting other administrative personnel, proposing new courses, planning the college, developing new educational services, student admission and retention, and student conduct and rules. He felt the advisory committee should not be involved in selecting the instructional staff, dismissal of faculty, selecting texts and equipment, and setting staff promotion policies.

There were six areas where the president's estimates of present involvement and best involvement were not identical. The president judged that the advisory committee in his institution was "best"ly involved" in the domains of faculty and the selection of instructional staff when it seemed best that they have no involvement in these areas. He felt that the advisory committee was involved at the level of "limited approval" in publishing the college, when they should have been involved at the level of "full approval." In these areas, developing new educational services, student admission and retention, and student conduct and rules, the president felt best involvement to be "full approval" rather than "no involvement."

Advisory committee questionnaire findings

This college advisory committee returned 82 per cent of the questionnaires. There are 1100 in the area. The other college invited for an average of twenty-five years and has averaged six years of tenure on the college advisory committee. Eighty per cent of the returned questionnaires were from outside the state of Florida. Members of this advisory committee were involved in six different business areas of the various classes of occupations employed in this study. The political activity of this advisory committee as indicated by number of elective and appointive offices held, was below the study average. This advisory committee indicated a desire to be somewhat more active in college activities than their president judged best. The chairman of this advisory committee made an additional comment when completing the involvement checklist, to the effect that he thought the advisory committee

should see that the college adopted policies that tended to increase the influence of the junior college to the multiple county area it served. published statements of operation and procedure.

Annual statements of the function of the local advisory committee in this institution were drawn in a manual of administrative policy adopted in 1963. The chairman of the advisory committee, according to the manual, served for one year. The advisory committee met once each quarter. A copy of the minutes were mailed to the county superintendent of the institution county. The minutes were also kept on file in the office of the president.

According to the manual, the general responsibility of the advisory committee was to advise with the president about major policies relating to the local college program. Jointly with the president, the advisory committee made recommendations to the county board of public instruction. Specific responsibilities of the advisory committee included recommending the individual for the presidency to the county board, advising the president on fiscal affairs, approving the operating budget, approving policy objectives for all college colleges, approving the organizational structure of the college or major changes therein, approving curriculum changes, and approving persons to be added to the professional staff prior to their being recommended to the county board.

The administrative policy manual of the junior colleges also provided for the appointment of special advisory committees for terms of one year or less to work with the college staff in certain programs.

The manual enumerated three responsibilities of the college president as related to the advisory committee. It was to "work with

the college advisory board in developing "more inclusive day policies affecting the president, faculty, students, and such matters deemed to be in the best interests of the junior college." He was responsible for presenting a budget developed with his faculty for approval of the advisory committee and the county school board. The third responsibility required that he maintain accurate records of all advisory committee meetings.

Interview with the college president

The president stated that meetings of the advisory committee were called as needed after consultation with the advisory committee chairman. Photographs showing the meeting not starting and the chairman had requested the meeting were called out by the president. No distinction existed between regular meetings and special meetings.

Advisory committee meeting agendas were developed by the president, but he always consulted with county superintendent about prospective agendas. This procedure was a matter of common courtesy, the president felt. Minutes of meetings were distributed to all advisory committee members, members of the board school board, superintendents of all counties in the college area, and to the Director of the Bureau of Community Junior Colleges of the State Department of Education.

In most cases recommendations of the advisory committee were conveyed to the county board by the college president. Some recommendations, such as the salary schedule, were conveyed in part by the president and in part by the chairman of the advisory committee. The president said that he presented the salary proposal as it applied to college personnel other than the president. Upon completion of this

presentation, the president reported and discussion of the matter, including the advisory committee's recommendation to the school board, occurred.

The president stated that the advisory committee had been very helpful in presenting the needs of the junior college to the board of public construction. He illustrated by citing the expense of what he believed in obtaining approval of the college building program. The college administration, working with the county superintendent, state school building committee, and the school architect, developed a new plan containing buildings of a better quality than those currently in existence in the county. Year-around air conditioning was one feature of the building program. In order to call the list to the county board, state committees presented the building program to a joint meeting of the county board and the college advisory committee. The procedure was successful in obtaining county board approval for the proposed program. The president stated his belief that as a consequence of this approval, the school board had been more willing to recommend better quality school construction throughout the county school system.

The president, when asked if he found the advisory committee useful in initiating changes in policies and programs within the junior college, answered in the negative. It subsequently became apparent that he felt the question was diverted toward consultation with the advisory committee about strictly administrative matters internal to the college. Upon clarification of the question through reference to possible involvement in new educational programs, the president received a number of significant opinions by the advisory committee regarding current programs.

It was on the advisory committee's recommendation that the Professional College District was declared an area vocational center by the county board of public instruction, thereby insuring that authorized vocational training funds could be disbursed by the college.

There was no question in the president's judgment of the effectiveness of the advisory committee in improving the public relations program of the college. He did not feel that this was a direct consequence of advisory committee group action, but was the result of membership in the advisory committee of an area newspaper editor who served as a kind of professional adviser on publicity matters, as well as offering numerous officials his support of the Junior College.

When asked if the advisory committee had been useful in helping the Junior College define its purpose, the president answered affirmatively. He said that the advisory committee comprehended fully the Junior College approach and also had specific information about the Junior College approach.

The nature of questions asked of the president about conflicts with the county school board regarding Junior College policy revealed a trend toward increased consultation with the advisory committee and also toward greater willingness of the county board over the years of college existence to approve recommendations of the advisory committee. The president stated that he had never advised action by the county board contrary to the advice of the advisory committee. Instances of occasional disagreement during consultations between the advisory committee and the president were rare. Because there was disagreement, the president's response was to delay any action until agreement was obtained.

The president acknowledged a few instances of action of ineptitude in the junior college taken by the county board without prior consultation with the advisory committee. These instances were in the early years of college existence and had not occurred more recently. Efforts of the State Superintendent, the State School Board Association, and the County Superintendents' Association increasing the importance of county school board consultation with the advisory committee before action on junior college matters, had improved the situation. In illustration of an early action without consultation, the president cited a building notification authorized by the school board in various building acts. This action, intended to meet immediate needs, proved detrimental to building maintenance and saving.

The president said that there were no instances of action by the county board contrary to the advice of the advisory committee. Once a matter was presented to the advisory committee, its decision was backed by the county school board.

The president was asked what action he took if a recommendation of the advisory committee was in conflict with his own judgment of the advisability of a program or a policy. He stated that if a majority objected, he would continue to confer on the matter, but would take no action until he received majority support. Never had the advisory committee failed to go along with his recommendations. When asked if the superintendent had ever refused to support a policy which the president and the advisory committee recommended, the president answered negatively. In explanation, he acknowledged frequent consultations and occasional disagreements about advisory committee policy between the county

superintendent and himself, but the superintendent, even though he disagreed on some occasions, had always supported any policy about which the president was insistent. He had never failed to support the program initiatives of the advisory committee and the president before the county board.

The president expressed satisfaction with the present legal organization for abolishing the state system of junior colleges. When asked if he would increase or decrease the power of the advisory committee he answered negatively. When asked if he would abolish the advisory committee system he answered negatively. The president felt the existing system worked well since all parties in the system understood it. It was particularly important to him that the advisory committee and the school board did not duplicate functions. The advisory committee recommended policy and served an information function in the community. The president felt that particular care had to be exercised to acquaint new school board members with the proper relationship between the county of licensed school board and the advisory committee. New school board members had, on some occasions, blundered through functioning of the system in the county. The president also stressed that in his county the college advisory committee was composed of individuals who had prestige and influence, perhaps greater than individuals serving on the county school boards.

The president expressed satisfaction with the present method of appointing individuals to the junior college advisory committee. He said that the present arrangement gave a voice in the operation of the college to all the counties contributing to the support of the college.

The president, when asked to make suggestions for improving the coordination of the activities of the advisory committee, the Junior college president, the county superintendent, and the county school board, stated the Department of all parties understanding the system. He also noted that recent assignment to the Junior college of the total business management function tended to improve relations between purely administrative matters were removed from the county board of public instruction. This provided additional stimulus for the Junior college.

The president was asked to make any other suggestions concerning the advisory committee. He stated that members of the advisory committee were organized members of their communities and had made very significant contributions to the development of Junior college policy, particularly in relation to salary and building recommendations. The advisory committee had been very helpful in promoting junior college growth and development in his county. The aspect of Junior college standards of professional competence had been a source of guidance for other branches of the public school system. Educational leadership in the counties, the president felt, was more receptive to educational institutions because of the influence of the community junior college.

INTERVIEW WITH COUNTY SUPERINTENDENT

The county superintendent of the county of location of Junior college Two was under pressure of a heavy schedule, consequently, his answers were brief. When asked how the college advisory committee had been useful in the administration of the junior college from his point of view as county superintendent, he stated that its service had been largely oriented toward publicizing the college. The use of the advisory

committee were of a very high caliber. When asked about the best note for the college advisory committee he said that it should be pretty much as it was, reminding again the public relations function.

The superintendent said that the recommendations of the advisory committee carried a lot of weight with the county board of public instruction. He said, "We have been turned down." He attributed this to a great deal of "friction work" between himself and the college president.

Regarding changes in advisory committee appointments and legal authority, the superintendent had some suggestions regarding appointments, but indicated satisfaction with the present legal authority of the advisory committee. He strongly emphasized that persons holding elected and appointive offices should not be on the advisory committee. When asked if this included school board members, a question prompted from the observation of the informants that several supporting school board members were serving on the advisory committee, he said that he was nothing wrong with supporting school board members serving in a dual capacity, but he did not think supporting school board members should serve dually. The superintendent was also asked if some statement indicating advisory committee terms of office should be incorporated into existing law or regulations. He said, "Probably," but that there were other types as well as disadvantages to such an arrangement. He noted that the present arrangement held on to effective advisory committee members, which was advantageous, even though it made it difficult to remove less effective members.

The superintendent was finally asked if there had been any disappointments regarding the interrelations of the advisory committee

with other phases of county school administration. He said, "Yes," again emphasizing the necessity of frequent consultation with the college president in connection with junior college business and policy questions.

State Study College Three

Introduction

This community junior college served a single county. It was founded about two years ago, holding its first classes in 1930. The total enrollment of the institution approached five thousand students in 1935, over one-third of whom were enrolled on a full-time basis. The county, located in a sparsely settled part of Florida, was predominantly rural and agricultural until the Second World War when light industry, increased tourism, and large numbers of retired persons moving to the area diversified the economy and added to the population.

Position in Educational System

The president of the junior college had served in that capacity since the founding of the college. During that period a single individual served as chairman of the advisory committee. He was one of two original members still serving on the committee. Three new members had been appointed and the former members of the advisory committee were working on the board of public instruction of the county of location in 1935.

The president reported an average of eight advisory committee meetings per year. In the academic year 1934-1935, a total of seven meetings was held. Ten of these were joint meetings with the location county board of public instruction.

The county superintendent attended all meetings of the college advisory committee and listed members had winning invitations, but rarely attended. The second college administration officer frequently attended advisory committee meetings. People occasionally attending advisory committee meetings were members of the college staff, the architect, and various staff members of the county superintendent. Of the schools listed as having invitations to attend advisory committee meetings, 30 per cent attended during 1954-1955, which was close to the average percentage of attendance by guests for all institutions studied.

Recommendations of the advisory committee were presented to the county board of public instruction through the president appearing before the board.

Presidential involvement activities

A summary of the superintendent activities of the president relative to functioning of the junior college advisory committee in this institution indicated that the advisory committee regularly approved most matters presented to it. In terms of other junior colleges studied, this college advisory committee ranked nineteenth in percent involvement and nineteenth in estimated host involvement. The committee exercised applied approval involvement over two administrative areas: selecting the president and setting salaries. The president, in the questionnaire he completed, expressed a desire for increased advisory committee involvement.

Advisory Committee Membership Findings

Eighty per cent of the advisory committee members from this institution returned questionnaires. Committee members had resided in the area the junior college served for an average of twenty-one years and had average tenure on the advisory committee of five years. One half of the members submitting questionnaires were natives of Florida. Advisory committee members named three areas of business activity in which they were involved--the largest sector of any of the same study junior college conditions. The questionnaire also revealed a low amount of political activity for the advisory committee as indicated by elective and appointive offices held by the members. In their estimation of best government, these committee judges membership were businesses noted that did the college president. Two members of the advisory committee made scolding statements regarding the functioning of the advisory committee, though one of these observed the satisfaction of "limited authority under the present setup."

Published Statements of Activities and Structure

The general policy handbook of the junior college, as submitted to the Division of Community Junior Colleges of the State Department of Education as a part of the 1959-1960 budget document for the college, contained no reference to its junior college advisory committee. Further investigation with the junior college provided evidence that there was no official, written statement of advisory committee operation. Though the committee did function in accordance with relevant state legislation and regulatory prescriptions.

Interview with county superintendent

The county superintendent stated that the advisory committee made a valuable contribution to the administration of the junior college. The existence of the advisory committee required the junior college president and the administrative staff to develop more specific plans for junior college operations. The process of reporting to the advisory committee contributed to the system and organization of the junior college administrative structure. The presence of persons who served on the advisory committee tended to fortify the entire community junior college program from outside by various community forces.

The superintendent observed that the junior college advisory committee functioned best when there were close contacts between the superintendent and the college president. He stated his belief that the advisory committee agenda should be planned jointly in order to insure smooth coordination. With joint planning, purely technical difficulties arose which the superintendent had cited before were less likely to interfere with advisory committee policy establishment. He illustrated with a budgetary example.

The superintendent saw the role of the junior college advisory committee as one of taking the educational pulse of the community and seeing that educational needs thereby identified found expression in institutional programs. In this way the college advisory committee helped in determining the direction of college development. The superintendent also stressed the importance of the advisory committee in selling the college and its programs to the community.

The superintendent stated that the recommendations of the advisory committee carried a great deal of weight with the county board of public instruction, in fact, the board would be very reticent about turning down any recommendations of the advisory committee. These recommendations were presented to the school board by the superintendent or by the president who was introduced by the superintendent. The superintendent felt that this method of presentation added weight to the recommendations, since it was apparent that they represented broad assurance between the advisory committee, the college president, and the county superintendent.

The superintendent was satisfied with the legal representation and appointment procedure for the advisory committee membership. He observed that there had been recent efforts in the area to strike from advisory committee membership by local boards of public instruction and appointment by the State Board of Education, to a method of political appointment by local campaign officials of the incumbent governor. Both a plan, in the opinion of the superintendent, would damage the effectiveness of the Junior College advisory committee.

The superintendent was asked to state any recent difficulties regarding interrelationships of the advisory committee with the county administration of the public schools. He replied that there had been no difficulties recently. The advisory committee, the county school board, the college president, and the superintendent had functioned smoothly in the administration of the Junior College.

Interview with the college president

The president reported that advisory committee meetings were scheduled by his request. When sufficient business had accumulated, the president or the vice-president consulted with the county superintendent and prepared the agenda. Meetings were scheduled at the convenience of advisory committee members through telephone contacts with the membership. It was generally understood that meetings would take place on the same day of the week. Copies of the agenda were either mailed or sent by courier to all members two days ahead of the scheduled meeting. Minutes of advisory committee meetings were mailed to the county superintendent, by college administrators, and the advisory committee membership.

Recommendations of the advisory committee, the president reported, were generally mailed to the county superintendent on the same day the advisory committee met. The superintendent incorporated these recommendations into the agenda of the next-scheduled county board meeting. If the junior college president stated, he appeared at the school board meeting when junior college matters were scheduled for discussion.

The president, when asked if he found the advisory committee useful in presenting the needs of the junior college to the board of public instruction, answered that the advisory committee did not serve satisfactorily in that capacity at his institution. Recommendations from the advisory committee to the board of public instruction were a product of joint presidential-superintendent consultation leading to a decision to include or exclude matters tentatively set by the president.

for the advisory committee agenda. Some matters were placed on the agenda, they were readily approved by the advisory committee. The board of public instruction was generally acquainted with decisions under consideration relative to the junior college earlier than the college advisory committee. By the time formal action of advisory committee decisions reached the board of public instruction, considerable knowledge and understanding of the basis of the decision was already available to the school board.

The president said that the advisory committee had been useful in improving college-community relations, citing a number of examples. First, the committee had been asked to give advice regarding funds needed to purchase equipment. The advisory committee developed and sponsored a fund-raising campaign, selling equipment sponsorships in the community and collecting approximately fifty thousand dollars. In another instance, one member of the advisory committee offered work scholarships in his business to many college students. These direct contributions to the college had significantly positive impact on college-community relations, in the president's opinion.

The next significant illustration cited by the president of the advisory committee's contribution to community understanding of the college, related to criticism in the community of a new vocational-technical program of the college. These criticisms had been raised by an advisory committee member during a meeting of that group. Corrective action was taken by the president at a later meeting. It consisted of appearance before the advisory committee of the college staff member responsible for development of the new program. His explanation of the program

directed attention to the area of misinterpretation and answered objections of the advisory committee members to the proposal. It was assumed by the president that the objecting advisory committee members could then return to the arena of the advisory committee of the new program and bring misinterpretations.

The president answered negatively when asked if the advisory committee helped the college define its purpose. As the advisory committee had functioned in his institution, its primary contribution related to approval, rather than establishment, of purposes.

The president, asked if he had ever advised action by the county board contrary to the action of the college advisory committee, said that under the present arrangement he was highly willing that any action proposed by the advisory committee would be unacceptable to him, the county superintendent, or the county school board. The understanding between the superintendent and the president was that full agreement should exist between the superintendent and the president about matters to be presented to the advisory committee prior to their presentation. When disagreement developed between these two parties, it was settled prior to school board and advisory committee involvement. The president recalled that at one point it became necessary to call for outside arbitration of a conflict by an educational consultant. This procedure successfully resolved the dispute.

The president felt that the general method of operation between himself, the county superintendent, the school board, and the college advisory committee had been successful not because of the intricate nature of the arrangements in operation, but because of the high quality

of the county superintendent and his willingness to act in accordance with the best interests of the junior college and the community. In occasions when significant differences did emerge, they were thoroughly discussed and agreement was obtained. Close cooperation existed throughout the process.

As might be expected, the county board had never taken action on junior college matters of importance without first consulting with the advisory committee. The president stated that the presence of the former members of the advisory committee on the county board of public instruction further strengthened the favorable junior college inclination of the board. The president commented that both the superintendent and the president sought a strong advisory committee. He said, "There are no dots." The president and the superintendent jointly considered possible appointments to the advisory committee.

There were very few disputes cited by the president of conflicts of judgment between the advisory committee and the president about junior college administrative matters. In general, it was his feeling that where conflicts were likely to arise, the president should carefully define the position and the division of responsibility which he would plan to apply in resolving the conflict. He cited an example involving a new administrative appointment. The president was inclined to appoint a member of the faculty to the position, while the advisory committee inclined toward appointment of a well-qualified outsider. The president defined the advisory committee of his position and stated his willingness to leave the decision with the advisory committee. The decision made by the advisory committee was to employ the outsider. The president

stated that this had proved to be an excellent decision. The president decided that the advisory committee would go against his advice except when he had stated that he was willing to leave the matter to their judgment.

Because of the working relationship between the county superintendent and the college president, occasions when the superintendent refused to support a policy which the president and the advisory committee had recommended were infrequent. The president and the superintendent always reached agreement before advisory committee action occurred.

The college president did not feel any change in the legal authority of the advisory committee would improve the administrative effectiveness of the Florida junior college system. The president believed that communication between the superintendent and himself about the advisory committee agenda should continue, but he felt the president and the college advisory committee should function more independently of the county superintendent. The superintendent would never work effectively, the president felt, if he were not in attendance at as many college advisory committee meetings.

The president explained that the superintendent had done a highly commendable job of assisting in the development of the junior college, but the president was convinced that a greater degree of autonomy of advisory committee functioning was desirable. "If the law were fully implemented in this county, and the advisory committee were a deliberative board in the real sense, the plan would be effective," stated the president. It was his opinion that further implementation of present legislation was all that was required.

The president also suggested increasing involvement of college advisory committee members in college activities. He thought it a good idea to have faculty-advisory committee meetings and discuss campus issues. He talked in various of terms by an advisory committee member and himself to another institution. He said that his advisory committee frequently expressed a desire to interchange ideas with advisory committee members of other Florida junior colleges. He suggested more statewide contact for advisory committee members, suggesting statewide or district meetings as a possibility.

Visit Study College Day

Introduction

The college was a multiple county institution, approximately twenty years of age, which currently enrolled about one thousand students. The area of junior college service comprised four counties. They were predominantly rural. Some students commuted thirty miles by bus or private car to reach the college. A considerable number of students visited campus in private buses in the town in which the college was located, going here only on weekends.

Presidential and Committee Findings

The president had been in office about five years. During his tenure six new appointments had been made to the college advisory committee, and two chairmen had served during that time.

The president, when completing the questionnaire directed to him, stated, "Our philosophy seems to be, 'Let a president be when we have confidence,' and leave the running of the college to him and his

family.⁶ The president also indicated in his questionnaire that the chairman of the college advisory committee, except for the past three years, had also been a member of the county of location school board. For a number of years he was chairman of the location county school board.

The college advisory committee averaged three meetings a year, but in 1986-1987, not but twice. The college president reported no joint meetings in 1986-1987. He reported 40 per cent attendance during 1986-1987 of guests having standing or occasional invitations to advisory committee meetings. The president indicated that the location county superintendent and school board members and school board members from the supporting county boards attended one or more meetings during 1986-1987.

Presidential involvement activities

The president of the junior college judged present advisory committee involvement to not even, selecting the president, as being on a level of "initiating action." Two other areas, classified of family and developing new educational services, were administrative areas requiring "final approval" consideration from the advisory committee. The areas were judged requiring "Executive Approval" involvement, and these areas were judged requiring "No Involvement." In one of the committee areas, publicizing the college, the president felt a need for increased involvement of the advisory committee, judging the present involvement level of "No Involvement," should best be "Executive Approval" involvement.

In comparison to other presidential judgments of advisory committee involvement, this advisory committee was judged by its president

to be quite low both in present and best development. It was one of the four lowest in both categories.

Advisory committee membership background

Seventy-eight per cent of the advisory committee questionnaires from this college were returned. Four of the seven members were born outside of Florida. Twelve had resided in the area of junior college support for a forty-seven year average, and had served on the local college advisory committee for an average of seven years. The total number of business areas represented on the advisory committee was seven of the fourteen listed or omitted in the questionnaire. These seven business areas were banking, agriculture, building construction, government service, professional services, post office stores, and wholesale and retail sales. Many advisory committee members had interests in two of these areas.

This advisory committee also had the highest score for number of elective and legislative offices, scoring a total of six points as compared to an average for all advisory committees studied of three points. This advisory committee judged best development of the committee in college activities much higher than judged by the college president.

Published statements of operations and procedures

Statements appeared in the policy manual which generally defined named operational relationships between the advisory committee and the board of public instruction. The board of public instruction was described as the legally responsible board which the junior college advisory committee aided in the discharge of its responsibilities. The county board authorized the president to advise it, through the county

superintendent of public instruction, of the recommendations of the advisory committee regarding personnel, budget, curriculum, and other matters dealing with efficient operation of the college.

Intercourse with the college president

The advisory committee meetings were generally one hour and a half in length. These meetings were presided by a member of college expense. Meetings followed a formal agenda previously prepared by the president. The president stated that there was little mass media publicity of advisory committee meetings. This policy originated from misunderstanding when a staff appointment not previously approved by the county board was announced prematurely as a result of press coverage of an advisory committee meeting. There were no special meetings reported by the president, but he did state that he would not hesitate to call such a meeting if the need were indicated. The decision to call regular meetings of the advisory committee resided with the president. He reported conferring with the chairman regarding personnel meetings and, upon conclusion of the conference, drafting a letter announcing the meeting.

In this institution the agenda for the meeting constituted the outline for presidential note-taking. After the meeting the president reported writing the minutes based on these notes. Copies of the minutes were mailed to the members of the advisory committee, all supporting county superintendents, legislative school board members, and administrative officers within the college.

Recommendations of the advisory committee were mailed to the board of public instruction in care of the superintendent. When they were presented to the county board, the president said that he appeared

with the superintendent and answered any questions regarding the recommendations. Technically, advisory committee recommendations came before the county school board through the county superintendent from the junior college president. The president stated that the advisory committee had been extremely effective in strengthening recommendations of the president regarding the operation of the junior college. He added that there had not really been an issue to test the influence of the advisory committee regarding junior college policies.

The president, when asked if the advisory committee had been helpful in identifying attempts to policies and programs within the junior college, answered negatively. The advisory committee had not been consulted actively in the internal affairs of the college. He observed that he had established a new academic division and a budget committee, but had not asked the aid to involve the advisory committee in these matters. He predicted that with the expansion of the vocational-technical educational program at the college a higher level of advisory committee involvement was likely to occur. Finally, he observed that the amount of time available in connection with certain types of new internal programs under development, dictated somewhat the extent of advisory committee involvement.

A final question sought the president's judgment of the advisory committee's contribution to helping the junior college fulfill its purpose. The president stated that until recently there had been little interest expressed by the advisory committee in the purposes of the junior college; however, the planning of vocational-technical programs for the area had intensified advisory committee interest in redefining the purpose of the community college.

A series of five questions regarding rejection of advisory committee recommendations or disagreement with those recommendations by the county superintendent, the county school board, or the junior college president, were all answered negatively by the president. He reported no action by the county school board contrary to advisory committee recommendations during his tenure, but just prior to his assumption of presidential office, there arose a difference between the college advisory committee and the county board regarding the reassignment of a professional staff member at the junior college. In this instance the recommendation of the advisory committee was rejected by the controlling county board.

The president, when asked to suggest reasons of improvement of total administration of the junior college, expressed agreement with the present pattern, but he stressed the importance of clearly defining responsibilities, and avoiding situations which might lead to the pitting of one board against the other, or against the county president.

The president suggested one improvement to present advisory committee appointment provisions. Where appointment to the advisory committee was considered somewhat of an honor, it was sometimes difficult to "enjoy" a number of individuals on the advisory committee without having caused to reject individuals whose services had been highly commendable. He suggested some stipulation in the law, or in applicable regulations, providing reconsideration after the lapse of a year or two. He also suggested some limitation on consecutive terms of service. The president thought that a policy of rotating the chairmanship of the advisory committee every two years might tend to stimulate advisory

committee responsibility and activity. The president questioned the wisdom of allowing controlling county board members to serve on the advisory committee, though he did feel that service on the committee by supporting county board members was desirable.

The president did not feel that any one person for oversite of the activities of the advisory committee, the junior college president, the county superintendent, and the county school board would be acceptable in all junior college situations. Whatever the pattern, he felt it should be clearly understood by all parties involved and should be one which allowed easy communication in all directions.

The president made one incidental suggestion relevant to his situation in a college county junior college area. Since most advisory committee members in his college had to travel nearly an average mile, round-trip, to attend advisory committee meetings, he suggested procedures to reimburse them for the expenses incidental to this travel:

interview with county superintendent

The first question the superintendent was asked elicited his judgment of the wisdom of the junior college advisory committee from his point of view as county superintendent. The superintendent's tenure, about twenty years, was a few years longer than the life of the junior college.

In relation to the establishment of the junior college, he observed that since the college had existed one year as a private institution and was largely the result of efforts within the county of Lincoln, that it was judged best by local leaders to incorporate the junior college into the county school system, the appointment of the

college advisory committee was important in the protection of the institutions in the proposed supporting counties. These counties were vital in the proposal because of population limitations in incorporating junior college enabling legislation. The college advisory committee was "charged with individuals to help promote the levy," the superintendent stated. During that first year of operation as a private institution many local leaders expressed an interest in having the board of public instruction operate the junior college. Before then incorporate the junior college at that time into the county system, because there were many other problems in the system involving consolidation of small schools in the county, and because of his feelings of uncertainty regarding the financial resources of the new district, and finally, because of a feeling of unfamiliarity with operation of a junior college as a part of a county school system, the superintendent recommended delay of incorporation into the county school system, pending further study. During that year the superintendent familiarized himself with junior college operations in the state, particularly in Palm Beach and Duval counties. He stated that his general understanding of advisory committee functioning was the result of contacts with persons in those counties. The superintendent also attended a workshop at the University of Florida and was influenced by his experiences there. He mentioned other contacts with college educators associated with Florida State University. Even then the junior college advisory committee, according to the superintendent, was largely a positive group in his county, whose primary purpose was to maintain a district-wide image of the college.

A question regarding the base rate for the junior college advisory committee resulted in a statement by the superintendent about the relationship of the junior college to other county schools. In the early years, the junior college was looked on simply as another school which used some money in excess. The administrator of the college was designated then either the president, and the practice in some junior college county system is the state of paying college staff salaries higher salaries than those of other school teachers in the county system, was not applied in this county. Such a plan then ceased, and had continued in some, returned to the superintendent. The proper role of the junior college advisory committee, the superintendent stated, related to selling and interpreting the college program to the people in the area supporting the college. The superintendent stated that on occasion he had felt the advisory committee was too passive and too responsive to suggestions of the college president and the county superintendent.

The superintendent was asked what weight the recommendations of the junior college advisory committee carried with the county board of public instruction. He stated that the significance of these recommendations with the county board derived from the fact that the superintendent and the superintendent supported them.

Generally, recommendations from the advisory committee to the school board were presented by the superintendent, but on some occasions they were presented by the president. The superintendent stated that where matters to be presented were of a routine nature and could be most quickly approved through his presentation, he did not hesitate to present them without seeking supporting testimony from the president.

In all cases where the recommendations involved any change of major assignments, the president was asked to consult to the board about the recommendations.

The superintendent, asked if he felt any changes were indicated in the legal authority of the college advisory committee, said he had a number of comments about the power of appointment of the junior college president: In order to insure unified administration through the county superintendent of public instruction, it was his feeling that the superintendent should directly appoint the prospective president and the advisory committee should have authority only to approve or reject his recommendation. The present pattern of presidential appointment, which he indicated to be the reverse of that procedure, he felt contributed to the growth of strife between the advisory committee, the county school board, the college president, and the county superintendent. The superintendent cited five instances in the state of what he felt were unhealthy administrative situations resulting from existing college presidential appointment procedures.

The superintendent was in need for more legal authority for the advisory committee, but he did feel that the law pertaining responsibility to the advisory committee should be modified somewhat. Some advisory committee members on his junior college had served continuously since the founding of the college and there was no better way to help administrative needs and at the same time not trigger advisory committee incidents.

The superintendent was asked if there had been any disagreements regarding the recommendations of the advisory committee with other

plans of county school administration. He said there were some. The superintendent did use a number of agencies which he felt were likely to cause some dissension within the county school system which might be reflected within the advisory committee. The matter of the difference in pay between junior college personnel and other county school personnel was one item mentioned. In some cases in his county the difference was as much as fifteen hundred dollars. Certain school administrators in the county system were making less than some college personnel whose sole responsibility was academic. The school boards of supporting counties and, in a certain extent, the county of location, were not contributing about double the contributions they made some years ago for supporting the junior college. The location superintendent felt that as salary differentials decreased and became more widely known, supporting county board members would increasingly question the wisdom of remaining officially as supporting counties of the junior college. There would be a tendency for supporting county school boards to think that by withdrawing from monetary college support, there would be no appreciable financial loss, and the college would still be available for area students, and at the same time, funds were going to the junior college would be available for financing other phases of public education within the location.

In connection with withdrawal of the college, the superintendent stated that he was careful to see that the original intention to participate in the junior college continued the existing county school boards strongly to long-term support.

Regarding the possibility of some other system of junior college control in the state, the superintendent feared any plan that would place the junior colleges in the same category and subject to the same control as the institutions of higher learning, claiming that such a pattern would tend to perpetuate financial support of the junior colleges, especially during years when state income and tax revenues were reduced. The junior colleges, as he saw in the latter part of a state-level-controlled higher educational system, would be the first to be cut when budget trimming became necessary.

San José College City

Introduction

This institution, one of the oldest junior colleges in Florida, served a single county. The enrollment in 1954-1955 was over three thousand students. The junior college served a small Florida county with an economy based on agriculture and tourism originally, but more recently requiring various industrial components.

Systematic examination of the

The president had been in office eight years. During that period one individual had served as advisory committee chairman and seven individuals had been appointed to the advisory committee.

The average number of meetings of the junior college advisory committee was listed as six per year, but in 1955-1956 there were only four meetings. All of these meetings were classified by the president as regularly scheduled. The president stated that the county superintendent and county board members had standing invitations to attend

advisory committee meetings, but in 1954-1955 neither the superintendent nor the board members attended. Other people occasionally meeting with the advisory committee during 1954-1955 were members of the junior college staff, the architect, lay visitors appointed to sit on committees, members of the superintendent's staff, and members of the board of county commissioners. Sixty-seven per cent of the individuals who had invitations during the 1954-1955 school year attended one or more advisory committee meetings during that year.

The president reported that recommendations of the advisory committee were forwarded to the board of public instruction in writing in care of the county superintendent.

Presidential Involvement Activities

The president estimated that the most frequent degree of involvement of the advisory committee in college activities was "limited approval" involvement. Eleven of the seventeen administrative areas outlined in this study were so classified. These included developing general policy, developing the budget, approving the budget, selecting the president and other administrative personnel, setting salaries, setting tuition and fees, setting graduation policies, planning buildings, publishing the college, and developing new educational services. The president checked no areas as presently receiving "Initiating Action" involvement by the advisory committee.

The president's estimate of least involvement of his college advisory committee in college activities was very close to his judgment of greatest involvement, but in three areas, selecting the president,

publishing the college, and developing new educational services, he judged best involvement higher, showing these three areas as best requiring "initiating action" involvement.

Advisory committee participation findings

Sixty per cent of the members of that advisory committee returned questionnaires. These members had lived in the area the junior college served an average of forty-five years per member, and had average incomes as the advisory members of seven years. All of the members were born outside the state of Florida. The members listed four different areas of business involvement: government service, professional service, real estate sales, and public utilities. This committee was below the study average in political activity as indicated by classroom and open-house officers held. The committee members judged best involvement of the advisory committee considerably lower than best involvement judged by the president.

Published statements of operation and procedure

Materials regarding the functioning of the college advisory committee appeared in a policy manual, recently revised. The policy manual stated, "At the county level the county board of public instruction approves policy for the junior college upon the recommendation of the junior college advisory committee." Later in the policy manual, under a section about official college publications, a statement appeared to the effect that the advisory committee approved all publications except the policy manual and the faculty handbook. There was previously under consideration at the institution a faculty governance proposal that included several significant references to the college

advisory committee. This proposal, if ratified by the faculty, would establish the advisory committee as the final adjudicator of faculty recommendations voted by the chairman of the proposed faculty governing body, the president of the college. If this agreement were approved, a new dimension of advisory committee authority relating to internal management of a Florida junior college would exist.

Experience with the county superintendent

The county superintendent had been in office less than five years. When asked about the role of the junior college advisory committee, he stated that it functioned as a subcommittee of the overall functions of the institution to the public. It was, in effect, a community sounding-board in relation to the junior college. It had served a similar function in relation to the county board of public instruction. The superintendent stated that he felt the advisory committee had served well in the role described above. During his tenure there had been no serious differences between the school board and the advisory committee.

Recommendations of the junior college advisory committee, the superintendent reported, carried a lot of weight with the county school board. The closest the county board ever came to questioning advisory committee recommendations, was in connection with an appeal or suggestion from a state junior college report, that some compulsory control of junior college spending be placed with the college administration. There was no serious controversy regarding the matter. The school board merely was asked to study the proposal and once he had confirmed the legality of the recommendation, the school board readily approved the recommendation.

The superintendent was asked if he felt that any changes in the legal authority of the college advisory committee would make it more effective. He said he was uncertain about this matter and did not wish to comment. The superintendent did express an interest in more personal involvement in deliberations of the junior college advisory committee. During his tenure as county superintendent he had never met with the advisory committee. He suggested the possibility that more frequent meetings between the county school board and the college advisory committee might be helpful, but he was careful to point out that he did not mean to imply that his absence from advisory committee meetings necessarily impaired their functioning.

The superintendent was asked if he felt there had been any disagreements regarding interrelationships of the advisory committee with other phases of county school administration. He stated that, in general, very smooth coordination had existed in his county. During his tenure there had been no differences of opinion, or feelings of a need for direct conferrals between the county school board and the advisory committee about advisory committee recommendations. Discussions between the college president and the county superintendent arranged prior to most advisory committee meetings and school board meetings at which junior college matters were submitted for discussion.

Interlocks with the college president

The president stated that there was no difference between regular and special meetings of the advisory committee. Meetings were called as needed, but were always four or more in number during each school year. Advisory committee meeting agendas were consistent and did

meetings were held, depending on the nature of the business under discussion. Action of the meetings was generally conveyed by telephone or in writing. Typically, meetings were scheduled for the middle of the day, were presided by a dean or, and lasted about an hour and a half. Minutes of advisory committee meetings were mailed to the county superintendent, all advisory committee members, and occasionally to the members of the college administrative staff. Recommendations were customarily presented to the county board of public instruction by the county superintendent.

The president was asked if the advisory committee had been successful in its role in presenting the needs of the junior college to the county school board. He said that county superintendents at school board conferences on the importance of the advisory committee and the associated responsibility for county school boards to meet the advice of the advisory committee and to follow it, had significantly strengthened the impact of advisory committee recommendations on the county board. He admitted that there was a distinct possibility of too active involvement of the advisory committee in those administrative matters were properly delegated to the college president, though he did not think this a serious problem with our institution. He said that when the advisory committee had been closely involved with such matters as budget preparation, within the framework of established guidelines set by the county school board, the county board usually agreed with advisory committee recommendations. The president said that he did not hesitate to make clear changes in the budget or other junior college policy matters through consultation with the advisory committee members, but there was major

shift in the budget or other policies occurred, he always referred the matter to the advisory committee for further discussion.

The president stated that the advisory committee was useful in improving public relations with the community. He cited no specific instances, nor did he make any further explanations.

The advisory committee played an important part in facilitating changes in policies and programs within the junior college. He cited as an example the proposed establishment of technical levels in the junior college administrative organization. Before this plan was to be implemented, the president said that he planned to make it a matter of common sense and knowledge to all members of the advisory committee.

The president felt that the junior college advisory committee had been valuable in helping the junior college define its purpose. The president illustrated the kind of assistance offered through reference to the junior college budget. The advisory committee was closely involved in developing the budget, and the president felt that this involvement increased the acceptivity of the county board to the budget proposal of the college.

When the president was asked if the county board had ever taken action contrary to the advice of the college advisory committee, he stated, "never," during his tenure. Complete agreement had also existed between the college advisory committee and the president in the point that he had named in that regard.

The president cited a few instances of the county board taking action on important junior college matters without prior consultation with the college advisory committee. He pointed out that the county

board changed somewhat every four years, and that there was opportunity for disagreement with the board changed membership, but Little Friction had remained during his tenure. He returned to the point previously made about the increasing responsibility of county boards in the matter of advisory committees.

He further stated that as no instance had the county school board knowingly acted on matters important to the junior college contrary to the advice of the advisory committee, although there had been occasional county board actions that had some unfortunate impact on the operation of the junior college. The president felt that there could have been classified as mistakes, rather than serious attempts of the school board to act against advisory committee wishes.

The president, when asked if the recommendations of the advisory committee were ever in conflict with his own judgment concerning the advisability of a program or policy, stated that he had no problem for answering the question. He had found that when full explanation was given to the advisory committee about any proposed action, there was a period of active discussion and deliberation which resulted in full agreement between the president and the advisory committee before the county board was presented with the proposal. The president speculated that if a basic difference did develop between himself and the advisory committee about a proposal, he would present his own and that of the advisory committee to the school board with complete freedom to choose by the members of the school board.

The president, when asked if the county superintendent had ever refused to support a policy approved by the advisory committee and the village president, stated that the superintendent had never opposed such a policy.

The president made no suggestions for changing the local organization of the junior villages to the local level, but he did state the necessity for giving additional responsibility for control of the junior village to the local advisory committee. He said that if any change in the advisory committee's functioning were to be made, he would favor strengthening the committee to a point where the county board could not turn down advisory committee recommendations except for reasons of lack of funds. Regarding the efficiency of the present appointment procedure for the junior village advisory committee, he saw no need for change. He admitted that in some instances people who were no longer effective advisory committee members were rather difficult to remove formally, but he stressed the value of retaining members who had longer experience and will serve in the assembly as a result of long tenure. The president said that such individuals were that offset the disadvantages of an occasional weak member. To be effective, the present method of appointment, he felt, was dependent on careful weighing of qualifications by the county school board and the village president, prior to appointment.

The president had no additional suggestions for improving the coordination of the activities of the advisory committee, the county school board, the village president, and the county superintendent, but referred again to the need to strengthen gradually the village advisory committee in the total junior village local control arrangement.

Case Study College for

Local Citizens

This college, serving a large multiple county area, was established about ten years ago. In 1960-1961 it has an enrollment of between five hundred and a thousand students. The majority of the staff the college served are predominantly agricultural.

Presidential Institution College

The president had served the institution in that capacity since its inception. During that period one individual had served as advisory committee chairman. Of the original nine members on the advisory committee, six had served throughout the existence of the college, while three new members had been appointed.

During the tenure of the president, the average number of meetings per year of the advisory committee has been six. Between July 2, 1964, and June 30, 1965, four meetings were held. One of these was a joint meeting with the localities county board of public instruction. The other three were regular advisory committee meetings.

The president stated that the superintendents of public instruction of the localities and reporting committee had standing invitations to attend meetings of the advisory committee. The county of localities superintendents attended regularly, the other superintendents, occasionally. Other periodically invited guests included the president and local citizens serving on ad hoc committees.

The president stated that recommendations of the advisory committee were transmitted to the localities county board, either through appearance of the college president before the board, or through

appearance of the advisory committee members. These were the criteria of transcendental officials stated in the college policy handbook.

Professional involvement activities

The advisory committee, except for involvement at the level of "initiating action" in the selection of the president, functioned at a level of "limited approval" in the resolving claims administrative areas included in this study. Again, the degree of involvement was loosely defined in the college policy handbook. In estimating level involvement of the junior college advisory committee, the president recommended no change in voting involvement, but he did comment, "The professional members have a responsibility to recommend to the advisory committee for their study."

Advisory committee questionnaire findings

Seventy-five per cent of the membership submitted questionnaires. All members of this committee were natives of Florida. Members had lived in the area the junior college served for an average of twenty-five years, and had served on the college advisory committee for an average of nine years. The business activity distribution of this advisory committee was lower than average for multiple county colleges studied. Five areas of the membership classifications used were checked by this advisory committee and only one member checked two different areas.

This college advisory committee had one of the highest political activity scores as indicated by elections and appointive offices held by the membership. The membership members' judgment of level involvement was not significantly different from that of the president. There were no

additional surveys were regarding the 1964/1965 1965-1966, but all standards were filled out thoroughly.

Published chronology of activities and procedures.

The relationships for junior college decision-making were delineated in considerable detail in an official policy handbook. The 1964-1965 county school board adopted policies for the operation of the junior college upon recommendation of the college advisory committee. It was the advisory committee's responsibility to recommend actions to the county school board regarding all junior college matters. The advisory committee was instructed to work with the president in making recommendations to the county board about personnel, curricula, finance, and general policies. The committee was also instructed to assist the president in preparing the annual budget. The advisory committee was responsible for meeting at least once each quarter or regularly scheduled meeting dates one week prior to county board meetings.

The college advisory committee was also instructed to keep well informed on all aspects of the junior college program, to take the lead in interpreting the college program to the county board and to the public, and to be sensitive to the needs and desires of the community so that the junior college might develop a community-oriented program. The advisory committee was expected to appoint special study committees and to use the services of consultants in connection with studying and recommending special programs to be included in the junior college technical, adult, and community educational services. The advisory committee was expected to work with the president in considering and evaluating college programs in relation to the purposes of the community junior college.

Specific responsibilities of the location county superintendent relative to the advisory committee were defined in the policy handbook. He was to convene with the advisory committee in the month prior to the president of the junior college, and he was expected to submit and convene the county school board on the recommendations of the advisory committee. He was also expected to submit the county board on policies affecting the college in terms of the application of laws and regulations.

Responsibilities of the junior college president relative to the advisory committee included convening, recommending policies, securing adopted policies, and serving as executive secretary to the advisory committee.

The policy handbook also delineated channels and working relationships between the county school board and the advisory committee. After acknowledging the importance of good working relations, the policy handbook stated that the county school board was the legally controlling and operating authority and the advisory committee brought the flavor of all participating counties into policy development. The section noted that the county board was responsible for all county public education, while the advisory committee gave its attention entirely to the community junior college, serving as an advisor to the county board about junior college matters.

More specifically, the policy handbook stated that the county board received recommendations from the advisory committee. The board either could adopt the recommendations or could reject them for cause. In cases where the school board rejected recommendations, it was required to seek additional recommendations from the advisory committee. Only if

The advisory committee failed to make additional recommendations within thirty days after the county school board act in view of.

Recommendations of the college advisory committee to the county board were presented by the president of the college and the chairman of the advisory committee at regular meetings of the county school board. The county superintendent was assigned the responsibility for placing junior college business on the agenda of the school board meeting.

Interference with the county superintendent.

The superintendent stated that there was a very good program of advisory committee and board of education control in his county and the supporting counties. He mentioned that he was aware that a few years ago the governor and the legislature had sought to withdraw from the general local control pattern for junior colleges to control through a state-level board. The superintendent declared that such an arrangement would have been as effective as that one in existence. He said that the original purpose of junior college legislation in 1941 emphasized the community junior college concept. One implication of this concept was the general necessity for keeping control of the community colleges close to the people they served. The existing pattern of local control did provide the needed local control, but the president stressed the importance of retention of advisory committee control was strong and effective. The county school boards, when reviewing advisory committee activities, should select people of "ability and vision." He noted that the present arrangement had been very successful in providing efficient and responsive administration of the junior colleges, and that in his

multiple every situation the functioning of the advisory committee was extremely important.

The superintendent felt that the advisory committee was the channel through which all questions regarding the junior college could contribute to junior college policy development. It was the direct source of broad coverage of the junior college area. Whenever important decisions were anticipated relative to the junior college, these decisions were discussed by the advisory committee, and, in fact, advisory committee members "aired" the proposals in their respective counties.

The superintendent, when asked what he thought was the best role for the junior college advisory committee in his administrative organization, responded that the president and his staff had very carefully defined that role. The local advisory committee had a great deal of policy-making authority in the operation of the junior college. In connection with the development of the procedures stated in the policy manual for the institution, all principals and other public school administrators were aware of the importance of the advisory committee, and when a new program, such as a proposed expansion of vocational-technical education in the junior college area, was under development, these individuals played an important part, participating closely with the advisory committee and the college administrative staff.

The superintendent was asked about the impact of the advisory committee on the county board of public instruction. In most cases the recommendations of the advisory committee were hardly questioned. Only one recommendation of the advisory committee was ever seriously questioned. In this case, one of the county of teacher school board members

was opposed to an admission criterion established to take advantage of integration of the races at the junior colleges were provided. The board member was opposed to any integration. The board ultimately did not do anything with the recommendations of the advisory committee.

The superintendent was satisfied with appointment provisions and the legal authority of the college advisory committee. He said that the present arrangement was satisfactory, but stressed the necessity of cooperation between public grade schools and the junior colleges, particularly in low population density areas. As an illustration he discussed the vocational/vocational program under development in his area, explaining that for this program to be successful a great deal of guidance and counseling in the high schools about the proposed program was required. He could not see how this could be accomplished so thoroughly where all county public education was not under centralized administrative control.

The superintendent questioned the wisdom of appointing advisory committee members who were holding political offices. He said that in situations where this procedure had been followed in the past, that such individuals made a valuable contribution in terms of legislation, the strategy had backfired. These individuals frequently did not understand the facts that political contention could do to the prestige and image of the junior college. He stressed the importance of appointment to the advisory committee of people who loved the area, who were interested in the growth of the junior college, and were willing to let professional educators make educational decisions. He said that in that particular institution, perhaps the most important source of effective

advisory committee functioning had been the capable leadership of the college president.

The superintendent could have no doubt as to recent years of any disappointments with the present pattern of local control. He stated that where difficulties had arisen in other Florida junior colleges, it had frequently boiled down to failure of the college president and the county superintendent to work together. "If you can get the college president and the superintendent to work together, then the county board and the advisory committee will work together."

Interplay with the college president

Meetings of the college advisory committee, according to the president, were scheduled for the last meeting of the month, though meetings were not held every month. Meetings were called by the president and the advisory committee chairman. Minutes were distributed "with care." In the early years of college existence they were distributed more widely, but now releases based on the minutes named events and also committee recommendations were published prior to approval by the county board. More recently, advisory committee minutes had been distributed to members of the advisory committee and to the consulting county superintendent.

Recommendations of the advisory committee were presented to the junior college school board by the president of the junior college. It reported being accompanied to the school board meetings by the chairman of the advisory committee. The president observed that whenever recommendations were to be presented to the school board, these were placed first on the school board meeting agenda. Upon completion of discussion

of junior college trustees, the president, the advisory committee chairman, and other representatives of the junior colleges were present.

The president, asked if he found the advisory committee helpful in presenting the needs of the junior colleges to the county school board, said that the advisory committee was the only group authorized under present operating policies to make recommendations regarding junior college matters. He said that there were no instances of rejection of advisory committee recommendations, and that if such rejections were to occur under present arrangements, "action" for the rejections were required to be referred with them by the county school board. The advisory committee then was to formulate any recommendations for submission to the county school board. The advisory committee, the president noted, was fully accepted by the superintendent and the school board as the junior college policy-making body.

When asked if the county school board had ever taken action contrary to the wishes of the college advisory committee, the president answered in the negative. He also answered negatively when asked if the school board had ever failed to consult with the advisory committee prior to action on a junior college matter. The president admitted that in some jurisdictions in Florida it was conceivable that school boards might act in that way, but the chances of decision-making were too uncertain and precarious of that situation in his junior colleges. The president expressed his view that the Florida pattern of junior college local control was limited by the fact that it depended on good human relations for proper functioning. The president said that the best

administrative systems had operational procedures that, though not inflexible where good human relations existed, did not depend on those human relations for proper functioning.

The president was asked what procedure he followed if a recommendation of the advisory committee was in conflict with his judgment about the advisability of a policy or a program. He observed that his role was that of a professional consultant to the advisory committee. It was he who built the space for advisory committee meetings with the advisory committee chairman. He stated that through careful preparation of matters presented to the advisory committee, he had been able to avoid any conflicts in policy with the advisory committee. He added that he was very careful to keep the superintendent informed about matters to be presented to the advisory committee. The superintendent sometimes did not attend the advisory committee meetings, and on those occasions the president would confer with the superintendent during the meeting.

When asked if he would like to see any changes in the present system of junior college administration, the president stated that he would certainly not recommend elimination of the advisory committee, since in his multiple nearly simultaneous changes of the advisory committee would have created an impossible situation. The county board did not have the time to know enough about junior college policies and programs, hence the need for the junior college advisory committee. Regarding suggestions for improving the method of appointment of junior college advisory committee members, the president recommended that school board members be excluded from advisory committee membership,

our did no thank all men in support voluntarily, standing in the state legislature in advisory committee positions, though he stressed the importance of the state legislative delegation in the growth and development of the junior college.

In order to improve coordination of the advisory committee, the junior college president, the county school board, and the county superintendent, the president stressed the importance of clearly spelling out delineations of authority. He illustrated the kinds of delineations needed by citing the procedures in operation in his junior college. He also cited a specific illustration of the kind of mutual respect existing in the superintendent and himself for the junior college advisory committee. Some years ago the superintendent and the president disagreed about salary schedules under development for the junior college and the public school faculties. From the superintendent's point of view there were many sound merit-wide justifications for maintaining identical salary schedules for all instructional personnel. The junior college president was equally convinced of the need for a separate, higher salary schedule for the junior college faculty. The superintendent and the president mutually agreed to appear before the advisory committee to present their respective cases with the understanding that the decision of the advisory committee would be binding. The advisory committee supported the proposal of the junior college president and the recommendation of the president, as approved by the advisory committee, was transmitted to the county school board with the endorsement of the president and the county superintendent. The county school board approved the recommendation.

The president's final comments acknowledged the importance of good working relationships between the county superintendent and the colleges provided in his situation. He was of the opinion that the present pattern of junior college control in Florida depended on good relations in order to function properly. He felt that county administrative organization should not be dependent on good human relations. He felt there was considerable opportunity for growth in multiple county institutions under the present local control arrangement.

CHAPTER VI

SUMMARY, CONCLUSIONS, RECOMMENDATIONS

Summary of Findings

The purpose of this study has been to set forth the functioning of local junior college advisory committees in Florida's public community junior colleges. These advisory committees are perhaps the most unique and least understood elements of Florida's junior college local control pattern. In tracing the origin of the concept of the local advisory committee as a permanent, lay, advisory board, particular emphasis was placed on primary and secondary sources likely to reveal the origin of the Florida junior college advisory committee concept as it manifested itself in collaboration existing in junior college making legislation.

The functioning of the junior college advisory committee was studied through a combination of questionnaire and interview procedures. All attempts of these phases were made to protect individual and institutional identities. Twenty public junior colleges in operation in Florida in 1944-1945 participated in the presidential questionnaire phase of the study. Eighteen of these twenty institutions also participated in the advisory committee questionnaire phase. A selection of six of the eighteen were the subjects of additional study through visitations and interviews with college presidents and county superintendents of the county school systems in which junior colleges were located.

The six main study advisory committees were selected on the basis of the five criteria of selection developed to insure that they were representative of low, average, and high advisory committee involvement in junior college administrative activity in three junior college service multiple county areas and in three junior colleges serving single county areas.

For each of the six study study areas of advisory committee functioning, all information collected from advisory phases of the study was assembled and reported. For each advisory committee this included a brief sketch of the junior college and the area it served, reports of findings from the questionnaires completed by the junior college president and the members of the college advisory committee, and a summary of published statements of advisory committee operations, procedures, and relationships to other local control elements. Reports of interviews with the college president and the county superintendent of the County of junior college location completed the same study data:

Conclusions Regarding Organizational
Development of County's Local
Advisory Committee Council

The evidence gathered suggests that local junior college advisory committees were one of ten elements of local control proposed by the members of the 1967 Florida Citizens Committee on Education who drafted portions of the Florida Foundation Program legislation dealing with the community junior colleges. A possible procedure for the educational plan, involving county school board legal control with college advisory committee consultation, was in operation in Palm Beach County

During 1961, approximately 100,000 students (about 10 percent of the total) had been college level credit plan developed by the Florida System designed in 1960 and, usually, transferred the high school seniors. These transformations were accelerated by the more efficient needs of Florida's rapid army school system, and also by the need to gain statewide political support for the proposed legislation.

It appears that the advocates and key leaders who drafted the Florida Junior College Local Control pattern were well aware of certain weaknesses in the plan, but these weaknesses were offset by many strengths. In low population areas of Florida, where colleges were to be established to serve multiple county areas, the legal provisions did not provide equal opportunity for all students of all the counties served to share in the selection of junior college leadership. On the other hand, the establishment of junior colleges was limited by existing controlling authority in selecting county boards of public instruction, since this was a logical continuation of Florida's unified county school district pattern of educational administration. Florida's study-group claimed county superintendents were more willing to support such an approach.

The early proponents of the general pattern of local control were aware that the arrangement did not establish strong institutional bonds for the junior colleges, but they were also aware that since passage of the National Act of 1943, no public college or university in Florida had possessed a separate and distinct institutional board of trustees. The general pattern of junior colleges (local control) which

they proposed was obviously analogous to Federal's existing pattern of higher educational control. This similarity doubtless gained additional political support for the junior college legislation.

From the standpoint of the institutional progress of the junior colleges, the early prepossession of judgment of authority for the junior colleges with the county school boards were more than offset by parallel sources were associated administratively remote from the public institutions of higher learning in the state, but county school board judgment also placed junior college vocational and technical educational programs administratively under the authority of the local school boards directly responsible for existing vocational and technical programs in each county.

Also, the period immediately following the Second World War saw one of increased interest by professional educators in citizens' involvement in educational administration. It is apparent that the local advisory committee provided an opportunity for local citizens to be brought into the council regarding the determination of junior college policy and programs. Citizens not willing to take part in the more time-consuming and comprehensive deliberations of the local school boards, but having strong interests in the growth of community colleges, now thus afforded an opportunity to contribute their prestige and time to junior college program development.

An important financial consideration also contributed to the decision to vest legal authority in the county boards of public instruction, which, in effect, reduced the amount of authority granted to the proposed institutional boards, the local advisory committees. A

constitutional amendment would have been required to establish a tax base for an independent community college board of trustees. If junior colleges were included in the county school system, the necessary financial assistance might be provided solely by legislative action.

Another important factor apparent in the thinking of the designers of the local control pattern was their desire to avoid pitfalls likely to obstruct junior college establishment. A frequent barrier to this establishment had been controversy over locating junior colleges within proposed districts. To avoid location controversy, that decision was placed in the hands of the Florida Legislature.

Between 1961 and 1965 Florida's state education officials were confronted with findings of a number of junior college experts and officially sponsored and financed professional study groups who pointed out certain weaknesses in the existing pattern of junior college local control. These experts and study groups made various recommendations for correcting these weaknesses. The evidence adduced in tracing the origins and continuation of Florida's junior college local control pattern suggests that the dominant political-educational organization in Florida during these years steadfastly opposed any legal reorganization of local control of public junior colleges. The leaders of this political-educational group, which included then State Superintendent Thomas E. Bailey, a group of lay officials serving on various state level advisory boards, and a number of professional educators serving in representative and consultative roles at various stages in the development of junior college education in Florida, were reluctant to seek any change in a system of local control that seemed well suited to the Florida

public education environment. The professional and lay leaders, convinced of the necessity of the existing local control pattern and preserving the respect and confidence of Florida legislators, were successful in maintaining the pattern of local control which they judged to be most effective in achieving rapid establishment of community junior colleges in Florida.

This rapid growth of community college education can only be attributed to the appeal the system had to citizens, educators, and public officials in various regions of the state and in the state as a whole. This "appeal" was not an accidental quality of junior college legislation. It was the result of careful study and functional legislative design in keeping with the practical requirements of Florida's educational and political characteristics.

It also appears that at the same time that the basic legal structure was being maintained, efforts of the emerging Florida junior college establishment, the Division of Community Junior Colleges of the State Department of Education, and the State Junior College Advisory Board (now the State Junior College Board) focused on the importance of making local junior college advisory committees a very significant part of junior college policy deliberation in each community college. From the beginning the leadership of the Florida junior college system sought to connect county and local junior college officials with the importance of smooth administrative functioning of the college advisory committee, the county of location school board, the college president, and the local education agency superintendent. In the number of junior colleges has grown and the junior college presidents' association has developed, the

presidents also seemed to have known the deeper politics and to have sought to guard against over-stressing the system whose experiences had shown it to be vulnerable. Quite consistently, junior college leaders and county school officials have sought to encourage school boards and superintendents to seek more frequently the advice of the college advisory committee before taking up junior college administrative action of importance.

At one point a study group, primarily consisting of junior college presidents, recommended redesignation of college advisory committees as "Junior College Boards" and junior college presidents as "Executive Secretaries" of Junior College Boards, but the proposal never gained support from the participating members of the study.

Conclusions Regarding the Functioning of Local Junior College Advisory Committees

The present study suggests that there is wide variation in the functioning of local junior college advisory committees in Florida. In some institutions the college advisory committee functions passively, meeting rarely, and approving routinely any action set before it. In other institutions the advisory committee is saturated with action, accepts responsibility for reviewing junior college administrative operation. The locally controlling county school board and county superintendent rely heavily on advisory committee recommendations in these junior colleges.

Advisory committee turnover and renewal

The turnover of advisory committee chairman was found to be generally slow in other institutions and quite variable in the younger institutions. The median number of chairmen reported by all twenty presidents during their tenure periods was one. In one case a chairman had served in that capacity for over fifteen years. In two of the younger colleges the chairmanships regularly were rotated annually.

However, in advisory committees membership showed no distinct variation between single and multiple county colleges. The median number of new appointments in the median tenure period of three years for multiple county colleges was two. In the single county colleges, where median presidential tenure was six years, the median number of new appointments was three and one-half. In all, there were seventy-one appointments to the 144 positions in the twenty junior colleges during the average presidential tenure period of five years. Thirty-six people served as chairmen of advisory committees during that average tenure period.

Minutes of advisory committee meetings were customarily kept in the office of the college president, the administrator largely responsible for maintaining them. In several community colleges, advisory committee records were kept in Executive clerks' books. In others, they were merely listings of subjects taken, of resolutions, and dates, duplicated by mimeograph.

Frequency and form of meetings

Most advisory committees were reported to have met at least four times each year, the largely regular classroom for two committees

averaged three meetings per year during biennial presidential terms and were found to be in technical violation of the law. The average number of advisory committee meetings per year for all committees was seven. One advisory committee met twenty-two times in 1964-1965, and four other committees reported meetings on a monthly basis. Committees averaged one emergency meeting per year and somewhat less than one joint meeting with the location county school board. Only one of the ten presidents of multiple-county colleges reported any meetings with participating county school boards, though a number of supporting county school board members were members of college advisory committees.

Future financing of joint meetings

Facilities planning, general college, and college personnel were the topics most frequently discussed at joint meetings of the college advisory committee and the county of location school board. Following these topics in frequency of discussion were the college budget and the curriculum.

Guests attending advisory committee meetings

Fifty-five per cent of guests having either standing or occasional invitations to attend meetings of the college advisory committee attended one or more meetings in 1964-1965. All county of location superintendents had standing invitations and fourteen actually attended a meeting in 1964-1965. Four of the six non-voting local superintendent guests were from single-county college areas. Of the ten multiple-county junior colleges, seven superintendents in nine of the districts had standing invitations to attend, and in six districts they did attend at least one meeting in 1964-1965.

it is interesting to note that a larger percentage of invited school board members from supporting counties actually attended advisory committee meetings than did invited school board members from location counties. This was a general trend. Sixty-five per cent of all guests invited to multiple county advisory committee meetings actually attended, while 51 per cent of all guests invited attended single county advisory committee meetings. In addition to the guests noted above, members of the college staff, archdeacon, and lay members were the most frequent advisory committee guests.

Transmission of advisory committee recommendations to location county school boards

Generally in the localities county board of public instruction of recommendations of the advisory committee were through presidential appearances before the board in relation of the colleges, in writing from the president in favor of the colleges, through appearance of the advisory committee chairman in five colleges, and through the controlling superintendent speaking for the college president in other colleges. Fifteen of the twenty colleges employed two or more of the methods listed above.

Advisory committee member occupations, 1928, and political affiliation

Of the eighteen colleges advisory committees which returned questionnaires, thirteen had one or more members who listed professional service as a major business asset. Eleven committees had members involved in wholesale and retail trade, nine in agriculture, eight in real estate, seven in government service and in banking, and six in insurance and in communications. A few advisory committees had members aware of mining,

manufacturing, building and construction, forestry, utilities service, and broadcasting represented. In single senior college advisory councils, seven listed major involvements in more than five of the seventeen business areas included on the checklist of business areas. Four of these members had only three business areas represented.

Regarding political activity of advisory committee members, the data from the questionnaires suggest considerable variation in the extent of political activity of advisory committee members, but the nature, position of evaluating political resources and factors involving their impact when they are available is beyond the scope of this study. Using the weighting system employed in this study, political activity of advisory committee members ranged from none to none+. One advisory committee, selected as a low involvement committee for depth study purposes, was discovered to be quite effective in promoting the needs of the community college, based on interview findings. Both the college president and the learners union representative acknowledged the value of the advisory committee, stating that members of the advisory committee were leading citizens of the area, and were viewed with much respect by school board members.

Advisory committee involvement

Involvement levels of the junior college advisory committees in seventeen junior college administrative areas, as judged by advisory committee members, tended to fit closely the judgments of involvement of the junior college presidents. In some administrative areas most presidents judged present involvement and best involvement very similarly. They agreed that advisory committees should give vitified approval.

coordination in developing the budget, approving the budget, setting salaries, and planning buildings. In one area, selecting the president, the presidents agreed that the advisory committee should have deliberating rather than decision-making authority. One more study group of faculty representatives stressed the importance of the superintendent rather than the college advisory committee selecting the president, subject to advisory committee approval. Two administrative areas in which presidential judgment of advisory committee recommendations varied appreciably were setting promotion policy and publishing the college.

The majority of presidents, twelve out of sixteen, saw the need for free thought in recommending increases in advisory committee involvement. Only four presidents judged a need for decreased advisory committee involvement. The six more study group representatives of faculty expressed satisfaction with present functioning of most advisory committees.

Measuring involvement here in terms of the seventeen administrative areas by totaling the judgments of all college presidents for each area afforded an opportunity for generalizations about statewide advisory committee involvement trends. The strongest feeling for increased involvement throughout the state was in the areas of developing the budget, setting salaries, setting promotion policy among the academic staff, publishing the college, and developing new educational services. The areas of least concern for increased involvement were selecting the instructional staff and selecting books and equipment. It was administrative areas and not the aggregate judgments of present and past

function of all presidents much in judgment of needed structural advisory committee development.

Certain findings from interviews with county superintendents and college presidents of the case study junior colleges gave some insight into the development of individual advisory committee members in junior college activities. These were reports of distinctly individual contributions as opposed to aggregate actions of the total advisory committee.

In one interview the junior college president attributed the maintenance of the community college public relations program to the efforts of one advisory committee member who was a newspaper editor. Another president stated that a member of the advisory committee had offered camp work scholarships in his business to study college students. One perhaps should also include here the joint sponsorship of the members of one advisory committee to cover the travel costs of a presidential applicant when they were informed that county school board policy prohibited payment of such travel costs.

Recommendations Regarding Generalized Policies
in Relating to Case Study
Advisory Committees

The six junior college advisory committees which were the focus of discussion in interviews with their respective junior college presidents, and with the county superintendents of the counties in which the junior colleges were located, were each faced up to parts of unique educational administrative patterns, unrepresented over familiar, legally prescribed, advisory committee structures. In one case the

pattern was generally defined in specific, published policy statements. In those states the interrelationships were broadly stated in published policy statements. In two others no published policy regarding advisory committee functioning existed other than statements in Florida law and State Board of Education regulations.

The critical factor which seemed to set the style of advisory committee functioning at each of the case study junior colleges was the understanding of operational procedures for junior college administration relating between the college president and the county superintendent of the county of location. The particular of advisory committee involvement was the result of the president's understanding of the county of location superintendent's position regarding the role of the advisory committee. In two of the case studies the superintendents expected a high degree of consultation and consultation of any junior college proposal prior to presentation to the advisory committee. In a third study college the superintendent had agreed to a policy-making procedure that delegated rather complete authority to the advisory committee. In other cases there seemed to be a balanced relationship between the president and the advisory committee on the one hand, and the county of location superintendent and school board on the other.

In two of the three single county case study junior colleges, Illinois arrangements between the location school board and the advisory committee, and membership on the location school board of former college advisory committee members, tended to promote close cooperation of both bodies. In the three multiple county junior college type study cases, the fact that the advisory committee contained representatives of every county

school board supporting the junior colleges, were "in some form of" procedure which contributed to greater sensitivity and were in placing defenses against disagreement. One defense was the greater utilization of formal advisory committee meetings. Presidents in single county area study colleges reported greater use of informal communication with individual advisory committee members. Two of the three single county college presidents had no published statement of advisory committee operation. In the three multiple county junior colleges published statements of operational procedure were much more detailed.

The presidents of the six colleges all displayed different perceptions of advisory committee functioning. In one, the advisory committee, because of careful sponsorship by him and the county superintendent of education, was the basic source of community college deliberation and action. In another, the advisory committee was the basic source of expression of junior college policy, but the influence of the governing authority of the location county school board was an accepted fact. In another president the fact that no junior college policy arising from independent deliberation of the college advisory committee with the college president was somewhat difficult to accomplish, was noted for considerable measure. In another president, the advisory committee was a helpful standing board adding additional weight to recommendations of the college president to the location county school board. In another president the college advisory committee was a group of non action talking and never taking issues with actions rejected by the location county school board. In another, the president viewed advisory committee functioning in a passive role. Just of the presidents interviewed expressed

assertions that there was undoubtedly more upper policy for disruptive disagreement in the multiple county junior college advisory committees because of the greater number of school boards making advisory committee appointments.

Assigned views to those of the junior college presidents related to the county superintendent. The superintendent of the Laramie county for the college with a college advisory committee possessed an extensive delegated authority for establishing junior college policy, judged the advisory committee to be indispensable to the proper management of the college. The superintendent of the county in which was located the next junior college advisory committee, as seen by the president, regularly would use little significant authority as actions of the advisory committee. He articulated that significant advisory committee recommendations did have to do with the fact that they were supported by the president and the superintendent. In another junior college setting, the superintendent, in office for five years, speculated as to the significance of his attendance at advisory committee meetings, something he had not yet done. The county superintendent of a large metropolitan county system viewed the college advisory committee as the basic source of junior college policy, but would not hesitate to oppose any policy recommended to the county school board if he felt it ill advised, though the pattern of ill-fated proposals of school board members at advisory committee meetings tended to forestall such developments. Most of the superintendents interviewed agreed that there was undoubtedly more likelihood of advisory recommendations in multiple county junior colleges.

In short, there seems to me [in the college] a set of operational procedures whereby the administration of the college was accomplished. It was noted that procedure varied much concerning in the junior college president alone, and, in others, in the junior college president and the college advisory committee working fairly together. Clearly at county school officials until administrative decisions were well defined. In others, the process seemed to be one of joint county superintendent and junior college president deliberation prior to any involvement of the advisory committee or the county school board. In another, discussion tended to come between the college president, the county superintendent, and the county school board prior to any participation of a letter to the college advisory committee.

Interview evidence suggested that the county of location school superintendent had much authority over appointment of the junior college president about as much as much as. In some county junior colleges he had even greater authority over selection of junior college advisory committee members. In multiple county colleges, the location superintendent and school board had little responsibility for appointment of supporting county advisory committee members. In some instances, appointments to the advisory committee of supporting county school boards were sometimes at times purposes with county of location appointment and the location superintendent. The most frequent cause of strife in such operations was the selection of the junior college president. A side factor in such conflicts was the pressure brought to bear on the advisory committee or the location school board by area political figures who sought to influence those involved in the presidential appointment decisions.

Information from the interviews about the nearly complete absence of rejections of advisory committee recommendations by county school boards may not necessarily be a sign of effective administration, but rather may indicate a pattern of compromise, or passive resistance, that has been necessitated by the demoralization of the various persons involved in such institutional situations to answer as junior college administrative policy. It has become apparent from the interviews with junior college presidents and the county superintendents that in all cases they resolved their differences of opinion amicably, and that they were more anxious to attain what was best for the college than to prevail in decision-making. It would appear that the advisory committee members would be influenced by the patterns set by professional educators and that those lay persons would be more reluctant to oppose policies agreed upon by the two sets. In at least two of the six case study institutions there was little active participation in policy development by the college advisory committees. Policy decisions were made jointly by the presidents and the county superintendents of localities, prior to involvement of the advisory committee. This situation would appear to be contrary to the advisory committee functioning envisioned in various Florida legal and regulatory provisions.

The final influence on junior college advisory committee functioning in the older junior colleges was the limitation of advisory committee participation. The basic patterns of advisory committee involvement had changed very little in the older junior colleges studied.

Recommendations

The recommendations below are proposed as general guidelines or pointers toward junior college level control operation and development in Florida. The writer has concluded that, though there may be justification for some change in the legal structure of junior college advisory committee functioning in Florida, the present trend of gradual strengthening of advisory committee authority may be an acceptable procedure in the coming years.

In order to facilitate increasingly effective functioning of local junior college advisory committees, the following recommendations are made:

1. County school superintendents should work to strengthen advisory committee functioning by recommending to the county school board extending community leaders for college advisory committee action, by encouraging the faculty of local school board to delegate more responsibility for junior college policy development to the advisory committee, and by establishing positive channels of action between the local county school board and the college advisory committee.

2. Community junior college presidents should work to strengthen advisory committee functioning by appearing to the advisory committee authoritatively, the importance of the advisory committee in making policy recommendations to the local county school board, by providing more opportunities for the advisory committee to become acquainted with the philosophy and scope of the comprehensive community college, by increasing the frequency and significance of advisory committee meetings, and by seeking to encourage area or statewide meetings of advisory committee members.

3. The Division of Community Junior Colleges of the State Department of Education should take more positive and take more decisive action to encourage all junior college advisory committees to meet regularly, keep accurate reports of advisory committee meetings, and to submit copies of these reports to the Division of Community Junior Colleges.

4. Increased responsibility for developing the budget, setting program priorities for the instructional staff, publicizing the college, and developing new junior college educational services should be assigned to the local advisory committee.

6. Local authority should be concentrated for the administration of junior-college affairs among agencies the management of which is concentrated at the local level, even though the college president, the college board, the county or local school board, and the local junior college advisory board are.

7. Florida educational leaders should seek the delegation of operational authority to the local junior college advisory committee as well as to strengthen the sense of independent responsibility for secondary college leadership in advisory committee memberships.

8. Single senior junior college advisory committees should be avoided to every extent, and greater care should be exercised to make such advisory committees more representative of area socio-economic variation characteristics.

Suggestions for additional research

The process of exploration developed in the present study disclosed the following areas of needed research:

1. There is need for a definitive study of the history of the junior college movement in Florida. Statistics of junior college growth and development are available, but a scholarly study is not.

2. Is that the legal responsibility for the administration of Florida's secondary junior colleges delegates little initiating authority to local advisory committees but does invest them with delegating advisory responsibility, and is that the evidence in the present study supports the presence of key power figures on most advisory committees, and hence in others, Florida's junior college local control pattern appears to be a unique situation for studying informal power structure variation. If such proposals were substantiated, many valuable questions might be answered relevant to designing systems of lay boards or control and advisory committees which would tap wider range of community power resources for utilization in educational decision-making.

3. While this study has indicated that the present system of local and state control of Florida's public secondary colleges has made it possible to develop an understanding program of junior college education, further research should be undertaken to provide alternative methods of junior college organization and control which might remedy the weaknesses also revealed by this study.

10. There is need for appointment by the State Junior College Board members of a subcommittee of professional individuals to study the legal structure of Florida's system of junior college local control. That panel would include political scientists, junior college specialists, and experts in public administration. This panel should be given complete access to Florida's higher and public vocational records and should be left free to investigate as it sees fit. The panel should present to the State Board of Education and the Junior College Board a formal, public document containing the findings and recommendations.

11. It may be that in spite of the complexity of junior-college local control in Florida, institutional goals may be more effectively evaluated in Florida than in public junior colleges under other types of arrangements in other states. Research studying junior college administrative control systems in various states might offer additional insight into this matter. Right now Florida junior college presidents generally say, "we were freedom to pursue what they deem to be necessary institutional goals" than if they were directly responsible to a junior college control board. Such a junior college board would have a great deal more time to devote to college systems and could deal much more effectively and responsibly for system if authorized.

12. It appears that the only current for meaningful research about the effective structure of boards controlling public education as a whole and in its various parts, is an intensive effort. There is need for a study which would set out a prototype of effective board system functioning, and would then describe and evaluate patterns in operation in various states in areas of these spheres.

APPENDIX B

QUINTANA ROO MATRONS

State of Florida
Department of Education
Tallahassee, Florida

July 2, 1968

MEMORANDUM

TO: Members of the Junior College Presidents Council

FROM: James L. Wittenberger

Frank Galman, who is on the faculty at Florida Junior College, is making an extended investigation which will deal with the functioning of the junior college advisory committees in our state. This study is under the direction of Jack Wiggins and Dr. H. L. Johns at the University of Florida.

I believe that the study will be particularly worthwhile for the development of Florida's junior college program.

May I urge you to cooperate with Mr. Galman when he needs you & give him assistance within the next few days.

cc: Mr. Frank Galman
Dr. H. L. Johns
Mr. H. L. Wiggins

600 North Gray Street
 Tallahassee, Florida 32304
 July 30, 1981

Dr. Fred LeRoy Green, President
 Okaloosa Junior College
 Tallahassee, Florida

Dear President Green:

Your help is needed in obtaining information necessary for completion of an important study concerning the operation of junior college advisory committees in Florida's public community junior colleges.

The effectiveness of advisory committees has been a matter of concern for some time. The University of Florida Junior College Center and the Division of Community Junior Colleges are interested in this problem and have requested that I loan my doctoral dissertation on this subject. Some believe that the advisory committees do not have enough authority. Others believe that the committees should be abolished. There is evidence to suggest that certain advisory committees have been more effective than others.

The purpose of this study is to obtain evidence to make it possible for us to formulate sound recommendations concerning the operation of these committees. The presidents of the junior colleges are in the best position to furnish accurate information about the functioning of these committees.

You are requested to provide the information called for in the enclosed questionnaire, and any other information you care to submit which you believe has a bearing on this matter. The information you provide will not be identified with you or your institution.

I am also enclosing a brief questionnaire to be completed by members of the local junior college advisory committee. They should be able to complete the entire questionnaire in half an hour or less. In order to insure comprehensive, prompt return of these questionnaires, I am asking that they be completed under your direction at the next regularly scheduled meeting of the advisory committee.

Please enclose the completed presidential questionnaire in one of the self-addressed stamped envelopes accompanying this material and mail it to me. It is largely on the basis of the presidential questionnaires that I will select four or five junior college advisory committees for more intensive study involving observations and interviews. This fourth phase will focus on advisory committees functioning during the 1980-1981 school year.

Mr. Good Looking: Thanks.

1. **Introduction**
 2. **Methodology**
 3. **Results**
 4. **Conclusion**
 5. **References**

Please tell the completed survey, available www.ipsos.com, to the nearest Ipsos survey center or to Ipsos.

Body temperature in this study will be approximated

11/11/2019 11:11 AM

Francis B. Givens, *Editorial Fellow*
University of Florida

QUESTIONNAIRE TO BE COMPLETED BY JUNIOR COLLEGE PRESIDENT

1. When was the Junior college at which you are president established? _____
 2. How long have you been president? _____
 3. Approximately how many different advisory committee chairman have served during your tenure as president? _____
 4. Approximately how many different advisory committee members have been appointed during your tenure? _____
 5. In what cities or villages are minutes of Junior college advisory committee meetings available? _____

 6. During your tenure as president what has been the average number of meetings per year of the Junior college advisory committee? (Indicate all villages at which the advisory committee is formally presided.) _____
 7. What was the total number of Junior college advisory committee meetings held between July 1, 1946, and June 30, 1947?
 - A. How many of these meetings were held jointly with the advisory board of public instruction controlling the Junior college?
 - B. If your county is a multiple county Junior college, how many of these meetings were joint meetings held with some or all county boards of public instruction of counties participating in the support of the Junior college?
 - C. How many other meetings were held? _____
- NOTE: Totals of A, B, and C above should equal total of question seven above.
8. How many of the meetings listed in question seven above are considered "regularly scheduled"? _____
 9. What are the matters most frequently discussed at joint meetings of the college advisory committee and the controlling county board of public instruction? _____

17. Check the persons below who have a pending application to attend all meetings of the junior college advisory committee.
 Supv. of Bus. Instruction of controlling agency: _____
 Supv. of Bus. Instruction of supporting agency: _____
 School board members of controlling agency: _____
 School board members of supporting agency: _____
 Please list others below: _____

18. Draw a check against the names of individuals above who attended at least one advisory committee meeting between July 1, 1949, and June 30, 1950: _____

19. Check the persons below who are constitutionally limited to attend meetings of the junior college advisory committee.
 Members of junior college staff: _____
 Employees working on building plans: _____
 City officials appointed to all bus. construction to make special studies: _____
 Members of staff of county dept. of controlling agency board: _____
 Please add others who receive constitutional limitations below: _____

20. Draw a check against the names of individuals above who attended at least one advisory committee meeting between July 1, 1949, and June 30, 1950: _____

21. How are the recommendations of the junior college advisory committee transmitted to the controlling agency board of public Instructional Officers about union? _____
 Through the president appearing before board: _____
 In writing from the president: _____
 Through the chairman or another member of the advisory board appearing before the board: _____
 Through the county representative speaking for the college president: _____
 Other methods: _____

CHANGES: _____

18. The purpose of this question is to elicit your judgment of the best degree of involvement of the junior college advisory committee in college activities listed below. Rating procedure and the rating scale used are identical to that in question #17 above.

TYPE OF ACTIVITY	DEGREE OF INVOLVEMENT OF JUNIOR COLLEGE ADVISORY COMMITTEE			
	No Involvement	Some Approval	Medial Approval	Satisfying Action
Developing General Policy				
Developing Budget				
Developing Library				
Developing Technology				
Developing other similar activities				
Developing Personnel				
Developing Instructional at School				
Development of Faculty				
Developing Salaries				
Developing Student and Staff				
Developing Physical Plant				
Developing Transportation				
Developing New Courses				
Developing Facilities				
Developing College Buildings				
Developing New Educational Services				
Education & Research of Students				
Developing Organizations for Student Council				

Comments:

19. Would you be willing to participate in later phases of this study involving a visitation by the researcher to a meeting of the advisory committee of your college and an interview with you? Yes _____, No _____.
20. Would you like a copy of the findings of this study? Yes _____, No _____.

**QUESTIONNAIRE TO BE COMPLETED BY JUNIOR COLLEGE
ADVISORY BOARD MEMBERS**

Introduction

An important study is being made of the role of local junior college advisory committees in the operation of Florida's community junior colleges. Both the University of Florida Junior College Council and the Division of Community Junior Colleges of the State Department of Education are interested in this problem. We believe that in order for such a study to be valid, junior college advisory committee members should be consulted. Therefore, you are requested to provide us the attached questionnaire within 30 days of the date of mailing this letter, and also, to give us your opinion concerning what functions you believe should be performed by the junior college advisory committee.

Please feel free to add to the questionnaire any additional information or comments which you believe would be helpful in determining the present performance, or in improving the future performance of the advisory committee.

Your help is greatly appreciated.

Myron S. Salovey
Advisory Fellow
University of Florida

1. How long have you served on the local community junior college

advisory committee? _____ years.

Have you served continuously? Yes _____, No _____, (Please check)

Have you served as chairman of the advisory committee? Yes _____,

No _____, (Please check) How many years as chairman? _____ years.

Have the junior colleges you serve? _____

How many years have you lived in the area the junior college serves?
_____ years.

Where were you born? _____ State

11. Please check your principal occupation or occupations.

<u>OCCUPATION AREA</u>	<u>OTHER AREA</u>
Agriculture	_____
Forestry	_____
Building and Building Construction	_____
Communications	_____
Fishing	_____
Government Service (local, state, federal)	_____
Insurance	_____
Manufacturing	_____
Military Service	_____
Mining	_____
Professional Services	_____
Scientific Service	_____
Rail Service Station	_____
Wholesale & Retail Trade	_____
Other	_____

12. What category or categories of officers in local or state government have you held during the past two years? (1955-1956)

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____

13. The checklist following includes important activities related to operating a junior college. Please check the extent of involvement you believe the advisory committee should have in each of the listed activities. Please note that you are not asked to judge the extent of involvement that your advisory committee has with you in activities, but the amount of involvement you believe it should have in order to develop the most effective junior college program.

ACTING PRESIDENT

Check "No Involvement" if you believe the activity should not come before the advisory committee.

Check "Active Approval" if you believe the advisory committee should approve an activity without much study.

Check "Advisory Committee" if you desire the advisory committee should meet, or periodically, to make recommendations relative to an activity, and then approve a program.

Check "Initiating action" if you desire the advisory committee should originate action relative to a type of activity within suggestions from others.

TYPE OF ACTIVITY	DEGREE OF INVOLVEMENT OF OTHERS CONCERNED			
	ADVISORY COMMITTEE			
	No Inv. Required	Reactive Approval	Studied Approval	Initiating Action
Developing General Policy				
Developing Model				
Appraising Subject				
Developing Materials				
Developing other Administrative Personnel				
Developing Instructional Staff				
Selection of Faculty				
Setting Schedule				
Setting Physical and Financial				
Developing Tables and Equipment				
Setting Personnel Policy				
Developing New Concepts				
Planning Activities				
Developing Policies				
Developing New Administrative Services				
Acquisition & Maintenance of Buildings				
Developing Administrative Procedures				

Comments:

APPENDIX B

INTERNAL MEMORANDUM

University of Florida
Gainesville, Florida
July 18, 1966

Dr. Ed L. Haven, President
Ocala Junior College
Ocala, Florida

Dear Dr. Haven:

Dr. Frank Nelson, a member of the faculty of Ocala Junior College, is doing a doctoral study for the purpose of describing the operation of the advisory committee for junior colleges. He has already mailed a questionnaire to all of the junior college presidents of junior colleges in existence in 1965-66. I have requested him to visit a random sample of six junior colleges to get more information on details concerning the functioning of junior colleges' advisory boards. Your junior college is included in the random sample. He will interview both the junior college president and the county superintendent in the county of the location of the college.

Now all you may know that Dr. Allen Trecker, attorney from Dr. Palmerburg, and I drafted the original provisions of the junior college law creating the junior college advisory committee. I am anxious to get your frank and objective appraisal as to how this advisory committee have been functioning. We now have had several years experience with these advisory committees and you should be in a position to make some suggestions concerning these committees. Therefore, I would appreciate very much your cooperation with Dr. Nelson in this matter. We will send you and request an appointment which will be mutually convenient.

I might add that I have requested Dr. Nelson to make his interview date both on his own and on his discretion. By this method we will keep your opinion to his questions confidential.

Sincerely yours,

B. L. Jones, Chairman
Department of Educational
Administration

BJL:hjs

WPIE INTERVIEW SCHEDULE FOR JUNIOR COLLEGE PRESIDENTS

1. Who calls the regular meetings for the Advisory Committee?
2. Who calls special meetings for the Advisory Committee?
3. Who prepares Advisory Committee meeting agendas?
4. To whom are the minutes of the Advisory Committee distributed?
5. Who transmits the recommendations of the Advisory Committee to the County Superintendent of the County Board?
6. Are recommendations transmitted directly to the Board or through the County Superintendent to the Board?
7. Have you found the Advisory Committee useful in presenting the needs of the Junior College to the Board of Public Instruction?
8. Have you found the Advisory Committee useful in improving public relations with the community?
9. Have you found the Advisory Committee useful in evaluating changes in policies and programs within the Junior College?
10. Has the Advisory Committee been useful in helping the Junior College to define its purposes?
11. Have you advised within by the County Board necessary to the advice of the College Advisory Committee?
Frequently _____ Rarely _____ Never _____
12. Has the County Board taken action on important Junior College matters without prior consultation with the College Advisory Committee?
Frequently _____ Rarely _____ Never _____

13. Has the County Board legislation on appointing junior college administrators evolved, in the advice of the Advisory Committee?
Frequently _____ Seldom _____ Never _____
14. What action do you take if the recommendation of the Advisory Committee is in conflict with your own judgment concerning the advisability of the program or policy?
15. Has the Superintendent refused to support a policy which the Advisory Committee and you are recommending?
Frequently _____ Seldom _____ Never _____
16. Suggestions for the improvement of the state system for the administration of junior colleges:
- A. Assessing the present system for the administration of junior colleges under the present control of the Board of Instruction is continuing:
 1. Would you recommend the abolition of the Advisory Committee? Yes _____ No _____
 2. If your answer to question 1 is "No," what changes or changes in the power of the Advisory Committee would you recommend?
 - B. What suggestions would you have for improving the method of appointment of the Junior College Advisory Committee members?
 - C. What suggestions would you have to make for improving the coordination of the activities of the Advisory Committee, the Junior College President, the County Superintendent, and the County School Board?
 - D. What other suggestions would you have to make concerning Advisory Committee?

County Board: (2007) (28 January 2008) (see County Superintendent)

1. How has the Junior College Advisory Committee been useful in the administration of the junior college from your point-of-view as County Superintendent?
2. What do you think is the best rule for the Junior College Advisory Committee in your county?
3. Would you say that the recommendations of the Junior College Advisory Committee carry a lot of weight with the County Board of Public Instruction?
4. Are there any changes that you would like to see effected in the appointment or the legal authority of the College Advisory Committee?
5. In the past year have there been any disappointments regarding interaction of the Advisory Committee with other phases of County School Administration?

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BIOGRAPHICAL SKETCH

Frederic Hamilton Selman was born June 28, 1907, at Sarasota, Florida. He attended the public schools of Sarasota County, graduating in 1926 from Sarasota High School. He enrolled at the University of Florida that September, completing his secondary education and receiving a Bachelor of Arts Degree in 1931. He began immediately enrollment in the Graduate School of the University of Florida, receiving a Master of Education Degree in school administration in 1933.

Mr. Selman began his professional career as a classroom teacher of English and Journalism at Doran High School in Santa County in central Florida. He resigned after two years to return to the University of Florida where he had been accepted in the Advanced School of the College of Education for doctoral study. Early in Mr. Selman's study he became interested in the varying community college movement in Florida and he shifted to a doctoral program emphasizing college administration and advanced study in English and literature.

In 1935 Mr. Selman accepted employment at Bayala Junior College at Marianna in Jackson County in northwest Florida as an instructor in the Division of English and Journalism. Mr. Selman remained at Bayala Junior College, teaching and sponsoring student publications, until 1938. During an eighteen month period in 1938-39 he studied as a W. E. Kellogg Foundation Fellow at the University of Florida, completing the remainder of his doctoral degree work.

In 1944, Mr. Nelson accepted employment as Director of Institute Education at Washington Community College at Rockville, in Washington County in the southern piedmont area of North Carolina, where he is presently employed.

Mr. Nelson is a member of Phi Delta Theta and was formerly a member of various professional organizations in Florida.

In 1941, Mr. Nelson married the former Elizabeth Lynn Boykin of Brunswick, Massachusetts. He is the father of four children: Stanley Rollins, William John, Billy Boyce, and Gregory Richard.

This dissertation was prepared under the direction of the
 supervision of the candidate's supervisory committee and has been
 approved by all members of that committee. It was submitted to the
 Dean of the College of Education and to the Graduate Council, and
 was approved as partial fulfillment of the requirements for the
 degree of Doctor of Education.

April 22 1987

Merrill Lytle C. McDonald
 Dean, College of Education

 Dean, Graduate School

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